This is a digital copy of a book that was preserved for generations on library shelves before it was carefully scanned by Google as part of a project to make the world's books discoverable online.

It has survived long enough for the copyright to expire and the book to enter the public domain. A public domain book is one that was never subject to copyright or whose legal copyright term has expired. Whether a book is in the public domain may vary country to country. Public domain books are our gateways to the past, representing a wealth of history, culture and knowledge that's often difficult to discover.

Marks, notations and other marginalia present in the original volume will appear in this file - a reminder of this book's long journey from the publisher to a library and finally to you.

Usage guidelines

Google is proud to partner with libraries to digitize public domain materials and make them widely accessible. Public domain books belong to the public and we are merely their custodians. Nevertheless, this work is expensive, so in order to keep providing this resource, we have taken steps to prevent abuse by commercial parties, including placing technical restrictions on automated querying.

We also ask that you:

+ *Make non-commercial use of the files* We designed Google Book Search for use by individuals, and we request that you use these files for personal, non-commercial purposes.

+ *Refrain from automated querying* Do not send automated queries of any sort to Google's system: If you are conducting research on machine translation, optical character recognition or other areas where access to a large amount of text is helpful, please contact us. We encourage the use of public domain materials for these purposes and may be able to help.

+ *Maintain attribution* The Google "watermark" you see on each file is essential for informing people about this project and helping them find additional materials through Google Book Search. Please do not remove it.

+ *Keep it legal* Whatever your use, remember that you are responsible for ensuring that what you are doing is legal. Do not assume that just because we believe a book is in the public domain for users in the United States, that the work is also in the public domain for users in other countries. Whether a book is still in copyright varies from country to country, and we can't offer guidance on whether any specific use of any specific book is allowed. Please do not assume that a book's appearance in Google Book Search means it can be used in any manner anywhere in the world. Copyright infringement liability can be quite severe.

About Google Book Search

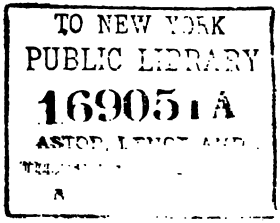
Google's mission is to organize the world's information and to make it universally accessible and useful. Google Book Search helps readers discover the world's books while helping authors and publishers reach new audiences. You can search through the full text of this book on the web at `http://books.google.com/`

NYPL RESEARCH LIBRARIES
3 3433 07023072 1

The Woman's Manual of Parliamentary Law

Harriette R. Shattuck

SIXTH EDITION


TO NEW YORK
PUBLIC LIBRARY
169051 A
ASTOR, LENOX AND
TILDEN
A

COPYRIGHT, 1891, BY HARRIETTE R. SHATTUCK

COPYRIGHT, 1895, BY HARRIETTE R. SHATTUCK

All Rights Reserved

THE WOMAN'S MANUAL

TYPOGRAPHY BY C. J. PETERS & SON,
BOSTON.

By HARRIETTE R. SHATTUCK

THE WOMAN'S MANUAL OF PARLIAMENTARY LAW

With Practical Illustrations especially adapted to Women's Organizations . . . . . 75 cents

OUR MUTUAL FRIEND

A Drama, from Dickens . . . . . 25 cents

LITTLE FOLKS EAST AND WEST

Stories for Children. Illustrated . . . . . 75 cents

MISS MIFFINS'S WINDOW

A Christmas Story. Illustrated. *(In press.)*

LEE AND SHEPARD PUBLISHERS BOSTON

8921
11/17-23

THE WOMAN'S MANUAL

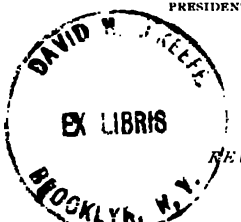
OF

PARLIAMENTARY LAW

WITH PRACTICAL ILLUSTRATIONS ESPECIALLY
ADAPTED TO WOMEN'S ORGANIZATIONS

BY

HARRIETTE R. SHATTUCK
PRESIDENT OF THE BOSTON POLITICAL CLASS



SIXTH EDITION
REVISED AND ENLARGED

BOSTON
LEE AND SHEPARD PUBLISHERS
10 MILK STREET
1896

enlarged from time to time by such new usages as gain general acceptance; and no one authority is absolute.

As, in the common law, certain principles, from long custom, have become firmly fixed, while certain others are in process, so in parliamentary law, certain principles (chiefly fundamental) have become established, while many others are not yet settled. A new usage or interpretation may arise at any time, and, if it is generally recognized as good, it takes its place as a part of the body of the law.

Besides the general body of parliamentary law, there are, for use in the conduct of meetings, special rules which may be adopted by any society. As the written law, or statutes, of a State govern that State in preference to the common law, wherever they conflict, so the special rule of any assembly governs that assembly instead of the general parliamentary law.

Care should be taken, therefore, not to confound parliamentary usages with special rules, which (because they have not been generally adopted) are not yet embodied in parliamentary law. Every deliberative body, from a small club to the Congress of the United States, may make its own rules of

procedure, and these are then binding upon itself; but such special rules are not authority for any other body. When any such special rule, having received the approval of many other assemblies and the sanction of time, becomes generally adopted, it is a part of parliamentary law.

When there is a special rule on any particular subject, this rule supersedes (for the assembly which has adopted it) the general usage on that subject. When there is no such rule, general usage governs; and the question, What is usage? is to be answered by deciding what is best, for the kind of assembly in question, in the light of the best precedents and authorities.

An illustration of the distinction between a special rule and a parliamentary usage may be helpful. In the United States Senate, there is a special rule that an appeal from the decision of the chair upon a question of order, may be laid upon the table. The general parliamentary usage is that an appeal cannot be tabled without at the same time tabling the whole subject to which the appeal and the question of order relate. The latter, and not the former, practice is parliamentary, notwithstanding the fact that so high an authority as the United States Senate has a special rule to the contrary.

Justice and *Equality* are the principles on which parliamentary law is founded; upon these, the conduct of all meetings is based, and only by special rule can any method be practised which contradicts them.

The object of parliamentary law is the fair, orderly, and speedy transaction of business, or, as Jefferson says, "accuracy in business, economy of time, order, uniformity, and impartiality." The will of the majority is to be carried out, with due regard for the rights of the minority — the minority being protected from the *arbitrary* power of the majority. Every assembly should be governed in the democratic spirit, and any practice which allows any special privilege to one member over any other, or which limits in any way the right of full and fair consideration, should be discountenanced.

In deciding between authorities, these fundamental principles, justice and equality, are to be borne in mind, and no usage or rule of any body, however eminent, which conflicts therewith, is competent authority. The English House of Commons and the United States Congress have their own special rules (the United States House of Representatives has "tied itself up with rules," War-

rington says in his manual), but these rules are not often suitable for ordinary assemblies or societies.

It is important to bear in mind, as Warrington also says, "that it is possible that some deliberative bodies have adopted rules incompatible with sound parliamentary principles," and Mr. Crocker, the latest authority, confirms this in the following words: "In the heterogeneous mass of rulings, none are entitled to be considered a part of a general system of parliamentary or assembly practice, except those founded on reason and justice."

It follows that the spirit of justice and equality, tempered by individual judgment and common-sense, is of more importance in a parliamentarian than knowledge of methods. The technique is necessary, but is secondary to the spirit. One can know so much of parliamentary forms as to practically deny parliamentary principles. A knowledge of the usual forms necessary for conducting a simple meeting is, however, essential, in order that inexperienced persons may not be outwitted by unscrupulous ones, and that all may have an equal opportunity to express their convictions.

Justice
parliame
duct of
rule can
them.

The
orderly.
Jeffers
time, o
of the
for th
prote
Every
cratic
spec
whic
con

I
me
bo
ho
pe
ar
s
s

PART I

ORGANIZATION

PART I

ORGANIZATION

CHAPTER I

HOW TO ORGANIZE A TEMPORARY MEETING

THE NEED OF METHOD; THE THREE KINDS OF ORGANIZATION; THE CALL; CALLING TO ORDER; ELECTION OF CHAIRMAN; MORE THAN ONE NOMINEE; SECONDING THE NOMINATION; ELECTION OF SECRETARY; THE COMMITTEE MEETING.

1. **The Need of Method.** A meeting is properly conducted when it is organized by the choice of a presiding officer and a secretary, and when the matters which it is to consider are regularly presented, debated, and voted upon. Not only are discord and misunderstanding liable to arise, from a neglect of correct methods in the conduct of meetings, but the business done is imperfect, and perhaps illegal. As an illustration of "how not to do it," let us take a company of inexperienced ladies, appointed as a committee to decide some matter, or to make some arrangement. They

sit in a circle, with no organized chairman; they all talk whenever they please, and to one another; they do not address the chair, make motions, or take votes; one member, stemming the tide occasionally, will say, "Well, then, I suppose that is settled;" or, "Mrs. B., will you attend to that?" —and so the disorderly session goes on. Such a meeting may accomplish its object, but how much better than this chaotic fashion is the method of those other societies of women that carry on their meetings "decently and in order," and who, at the same time, learn how to conduct those larger assemblies into which they are now rapidly entering!

2. **The Three Kinds of Organization.** There are three sorts of organizations that need to be considered: the temporary meeting, for a special purpose; the committee meeting, appointed by a superior body to decide or perfect matters for that body; and the permanent organization, formed for a definite object. The difference between these three is that the first and second are temporary, and the third is permanent; also, that the first and third are independent, while the committee is a dependent body.

The only essential difference in organizing the three is, that in the committee meeting a secretary, although useful, is not absolutely necessary, the chairman having authority to act in that capacity. The permanent organization is subject to the same forms as the other two, and, in addition, must have permanent officers, duly elected, a plan of work in the form of a constitution or by-laws, a regular time of meeting, a stated purpose, and a quorum.

3. The Call. A meeting is called by any person or persons interested, by means of verbal or written invitations, or by a public call in the newspapers.

Let us suppose that Mrs. Allen, Mrs. Burns, and Miss Sawyer have caused a notice to be printed in the *Mendon Telegraph*, over their signatures, as follows: —

All women who are interested in helping the sufferers by the great flood in Johnstown, are invited to meet at the house of Mrs. Alice M. Rice, 174 Blank Street, on Tuesday, October 14, at 2.30 P.M., to consult as to the best means of accomplishing this object.

(Signed) LUCY B. ALLEN.
DEBORAH BURNS.
IDA F. SAWYER.

4. Calling to Order. The day has arrived, and nineteen ladies are present. Mrs. Rice has

arranged the chairs in lines across the room, as they would be in a hall, and, facing them, a small table and chair for the presiding officer. They wait a while for the tardy ones, and then Mrs. Allen, whose name stands first on the call, rises in the place where she happens to be, if necessary she raps to secure attention, and says: "Friends, the time to which our meeting was called has more than arrived. Will you please come to order and nominate some one as chairman of the meeting?" She remains standing, and waits for nominations.

If Mrs. Allen is absent, or does not wish to call to order, any one else may do it, preference being given to those who signed the call. If the meeting has been called by private invitations, any one present may call to order. The "lady of the house" has no special privileges, and, indeed, it is better for her not to call to order, or to preside, since she is usually occupied with her duties as hostess.

5. **Election of Chairman.** Miss Lovell, rising and looking at Mrs. Allen, says: "I nominate Mrs. Burns as chairman." She does not address Mrs. Allen as "Mrs. Chairman," because she is not *regularly* a chairman, but only a self-constituted

one. Miss Lovell sits, and Mrs. Sanders rises and says: "I second the nomination" [*sits*]. Mrs. Allen then says: "Mrs. Burns is nominated as our chairman, and the nomination is seconded. Are there any other nominations? [*she waits.*] Or any remarks? [*waits.*] If not, those in favor of Mrs. Burns serving us as chairman will say 'Aye.' [*All those present who are in favor then respond 'Aye.'*] Those opposed, 'No.' [*Those opposed, respond 'No.'*] It is a vote, and Mrs. Burns is elected chairman of this meeting" [*sits*].

In this illustration, it is supposed that Mrs. Allen believes that the majority have answered "Aye." If, on the contrary, it seems to Mrs. Allen that there are more "Noes" than "Ayes," she says: "It is not a vote, and another nomination is in order." Some one will then nominate another person in the same way.

6. **More than One Nominee.** It is always well, before putting a name to vote, to ask, "Are there any other nominations?" thus saving the meeting from hasty action, or from having a chairman forced upon it by "cut and dried" proceedings. In the illustration, if some one had desired

another than Mrs. Burns for chairman, that person would rise and say, "I nominate Mrs. Robbins;" and still another could say, "I nominate Miss Sawyer," and so on, Mrs. Allen meanwhile waiting till all had nominated who wished. Then she would put the names to vote, one by one, beginning with Mrs. Burns as the one first mentioned, and if she were defeated, going on with the other names, in the order nominated, till one of them was elected. The merits of the candidates may be discussed until the voting begins, though this is rarely done. If Mrs. Allen is herself nominated, she puts the question upon her own name as if it were that of some one else. She is, for the time being, not "Mrs. Allen," but the agent of the meeting for securing a chairman, and so she receives and presents her own name, impersonally, with the rest.

7. **Seconding the Nomination.** It is well for nominations to be seconded, as this shows that more than one person is in favor of the nominee. If other nominations are asked for, however, the seconding is not imperative. The acting chairman may use her discretion in the matter.

8. **Election of Secretary, etc.** Mrs. Burns,

having been elected chairman, rises, goes to the table facing the audience, stands behind it, raps if necessary, and says: "The first business is the election of a secretary. Will you please nominate?" She remains standing, and waits. Mrs. Robbins rises and says, "Mrs. Chairman" [*this is called "addressing the chair"*]. The chair responds, "Mrs. Robbins" [*this is called "recognition," and entitles the one recognized to the floor*]. Mrs. Robbins then "has the floor," and proceeds to say, "I nominate Miss Lovell for secretary." She sits. Mrs. Preston rises and says, "I second the nomination, Mrs. Chairman."[1] The chair waits, or asks for further nominations, and then proceeds in the way already given for the election of chairman.[2] Miss Lovell, being elected, takes her seat at the table beside the chairman, is provided with writing materials, and proceeds to write down, correctly and exactly, the proceedings which have already taken place, and all that follow. She need not record

[1] The title "Madam" (chairman or president) may be used instead of "Mrs.," but it is rather fastidious to insist upon it. "Mrs." means simply "Mistress," and applies to all women, whether they are "Mrs." or "Miss."

[2] When the regular chairman or secretary of a permanent organization is absent, a temporary officer is elected in this same way.

what is *said*, but makes a full record of what is *done*, or decided by vote. She should make no personal comments.

The chairman then states the object for which the ladies were called together, making an address of any reasonable length, or saying briefly something like this: "Our meeting is now ready to consider the matter for which we have been called together. As you know, our object is to consider in what way (if in any way) we women of Mendon can help the sufferers by the terrible flood in Johnstown. Any suggestions or remarks are now in order, and the chair hopes that all present will freely express their opinions so that we may arrive at some action as speedily as possible." She then sits, rising again whenever any person "addresses the chair," and sitting during remarks. She also rises to state and to put motions, to state facts, or whenever it is necessary for the order and dignity of the meeting. The temporary meeting is now "organized" and ready for work.

9. **The Committee Meeting.** A committee meeting is organized in the same way, except that a secretary may be omitted. If the body by which

the committee is appointed has definitely elected a certain person as its chairman, that one is the chairman; otherwise, a chairman is elected by the committee at its first meeting. The mere fact of a person having been appointed first, or nominated first, on a committee, does not constitute her its chairman, except for the purpose of summoning the others to the first committee meeting. The rules for proceedings in committees are considered in chapter eighteen.

SUMMARY

A temporary meeting is organized by the choice of a chairman and a secretary; a committee meeting by the choice of a chairman; and a permanent society by the election of permanent officers and by the adoption of a constitution and by-laws.

Any person present may call a temporary meeting to order, preference being given to those who issued the call for it.

Temporary officers are elected by nomination from the floor, the chair giving opportunity for as many nominees as are desired.

Names given in nomination are voted upon in the order nominated. Nominations may well be seconded.

The temporary chairman, when elected, takes her place, and receives and puts to vote nominations for secretary.

The secretary records what is *done*, but need not record what is *said*. She makes no comments.

A committee is organized in the same manner as a temporary meeting, electing its chairman unless one has been specified when it was appointed. Its chairman may act as secretary also.

CHAPTER II

HOW TO FORM A PERMANENT SOCIETY

FORMING A CLUB; CONSTITUTION AND BY-LAWS; THE OFFICERS; ROTATION IN OFFICE; ELECTION OF OFFICERS; OTHER METHODS OF ELECTING; "NO CHOICE;" MAJORITY *vs.* PLURALITY; CONCLUSION OF ORGANIZATION.

10. **Forming a Club.** The first meeting of any proposed permanent society is organized in the same way as a temporary meeting. It is then necessary to adopt a plan of organization, in the

form of a constitution, or by-laws, or both; and to elect permanent officers.

Illustration: Let us suppose that the same women of Mendon, having enjoyed meeting together while helping the Johnstown sufferers, decide that it will be profitable to form a permanent society or club, for social, literary, or philanthropic purposes. They call their friends together and organize their temporary meeting as already described.

Mrs. Burns and Miss Lovell having been elected temporary chairman and secretary, and the chairman having stated the object of the meeting, informal remarks are made by those present, favoring or disapproving the project. Mrs. Allen then rises, "addresses the chair," is "recognized," and says: "I move that a woman's club be formed, and that we take the necessary action at this meeting." The chair repeats the motion, it is regularly debated, and when all have spoken who wish, the motion is "put to vote,"[1] and if the majority vote in favor, the motion is carried, and the chair says, "The motion to form a club is decided in the affirmative." Technically speaking, the ladies

[1] See Chapter V. for forms for making and putting motions.

have voted to turn the present temporary meeting into a permanent organization, it being understood that all present, after fulfilling the requirements to be agreed upon, are entitled to membership in the club.

The chair, having declared the result of the vote, asks: "What further action will the club take toward perfecting its organization?" Mrs. Sanders, having properly obtained the floor, moves "that a committee of three be formed to frame a constitution and by-laws." This motion is stated, discussed, and put to vote; if carried, the chair asks, "In what way shall that committee be appointed; by nomination, or by the chair?" Mrs. Rice moves "that it be appointed by the chair,"[1] or, "that it be nominated from the floor." If the former motion is made, it is put to vote, and, if carried, the chair names three persons present, saying, "The chair will appoint as this committee,

[1] The custom of calling out "By the chair" or "From the floor" is incorrect, though by general consent it may be allowed. A chairman may disregard such irregular calls, and insist upon a motion regularly made. In case she allows them, she should not assume such calls to be the sense of the meeting, and act upon them without a vote, but should consider them as a motion, and put such motion regularly to vote. It is better to insist upon a proper motion.

Mrs. Robbins, Mrs. Rice, and Miss Lovell." If the other motion is made, that is put to vote instead, and, if carried, the chair asks for and receives nominations for the members of the committee, and puts them to vote, one by one, as already explained in the election of chairman. [1]

In the same way, a motion is made and put "that a committee be formed to prepare a list of permanent officers for the club," or, "that permanent officers for the club be now elected by nomination." If a committee is appointed, that committee may retire at once, deliberate, and report a list of officers (other business being done in the meantime), or it may report at a subsequent meeting; it may also be instructed to prepare written or printed copies of its report, to be used as ballots.

The committee on the constitution and by-laws necessarily reports at a later meeting.

This is all the business absolutely necessary to be done at this initial meeting. Having thus organized temporarily, and taken steps toward permanent organization, the first meeting decides

[1] See Appendix.

upon the time and place for its next session, and adjourns.

11. **Constitution and By-Laws.** The committee appointed at the first meeting "to frame a constitution and by-laws" meets and prepares its report in writing. At the next meeting of the club, the first business, after the approval of the records, is the report of this committee. The report is called for by the presiding officer, and read by the chairman of the committee. The whole is read first, in order to give the club a general idea of its scope. Then the constitution is taken up and read section by section, each section being thoroughly discussed, and amended if necessary. After the first section is considered sufficiently, the chair will say, "We will now pass on to the next section," and so on, until all the sections have been considered. The chair will then say, "The question now is upon the adoption of this constitution as the constitution of our society. Those in favor * * *"[1] The same is done with the by-laws. *See Section 113.*

[1] Where these * * * are used, it is supposed that the reader will supply the forms necessary to complete the motion.

A model is given in the Appendix which will serve as a basis in preparing the plan of organization for any society. It should include the name and object of the society, the number and the duties of its officers and standing committees, its conditions of membership, time of meeting, authority in parliamentary law, quorum, and any other matters essential to an understanding of its purpose and methods.

12. **The Officers.** The essential officers are a president, a vice-president, and a recording secretary. If there are to be fees, a treasurer and an auditor are added; there may also be a corresponding and an assistant secretary. If the business is such that it cannot be done in business sessions consisting of the members, directors are elected to do the business for them. In small societies whose object is chiefly mutual improvement rather than systematic outside work, this object is best attained by having all the important business presented, discussed, and finally decided in open business meetings of the whole society, leaving necessary details to be carried out afterward by special or standing committees, when ordered so to do by the whole body. Every mem-

ber thus has a voice in the management of the society of which she is a part, the feeling of unity and *esprit de corps* becomes strengthened, and the spirit of justice and equality subserved.[1]

13. **Rotation in Office.** In societies for mutual improvement, it is well to provide in the by-laws for rotation in office; that is, to prescribe the term of office beyond which certain officers may not be re-elected. The club will thus avoid getting into a rut, and its members will mutually share the opportunity of learning how to conduct the meeting. This is not equally true of societies exclusively for outside work, because, in such organizations, there may not be more than one or two who are sufficiently interested to do active work, the rest simply belonging in order to help by their fees and by the influence of their names. In clubs for study, also, where a teacher is at the head, strict rotation will not always be expedient, though even here the members should have an opportunity to learn the duties of office by actual practice. But in ordinary women's clubs, where the chief motive is to learn and to grow, rotation in office is one of the best helps, because,

[1] See Appendix.

without it, there is danger that one or two efficient women will come to believe that they alone know what is best, and can alone manage the club. This may be true, but it is death to the growth of the rest, who, given the chance, will develop the talent that is in them, bring in new ideas and methods, and, in short, help to secure the attainment of that "mutual improvement" for which the club is seeking. Two, three, or at most four years, are long enough for any one woman to act as president, vice-president, auditor, director, or member of any standing committee. The secretaries and the treasurer being distinctively working officers, rather than executive ones, may be allowed a longer or even an indefinite term. It may be said in general, that such offices of a given society as are distinctively honorary and self-educative should be subjected rigidly to the rotation rule. Justice and equality demand that as many members as possible shall have a chance to show and to use the talent they possess.

14. **Election of Officers.** The committee appointed at the first meeting to nominate a list of officers, meets and prepares its report in writing.

At some subsequent meeting (the constitution and by-laws having been adopted) the presiding officer calls for the report of the nominating committee, and its chairman rises and says: "Mrs. Chairman, your nominating committee reports as follows: For *President*, Mrs. Alice Mayo Rice; for *Vice-president*, Miss Ida F. Sawyer; for *Recording Secretary*, Miss Ruth H. Lovell; for *Corresponding Secretary*, Mrs. Mary L. P. Robbins; for *Treasurer*, Mrs. Deborah Burns; for *Auditor*, Mrs. Frances Hall Allen," and so on to whatever other elective officers are made necessary by the constitution. She then hands the list to the chairman and takes her seat.

It will have been provided in the by-laws, whether election shall be at the same, or at a subsequent, meeting to the one at which the nominating committee reports.

If it is to be at a subsequent meeting, the chair, receiving the committee's report, says: "You have heard the report of your committee. The election of officers will take place next ——, and these names are before you as candidates." Then is the time to present other nominations, if members are dissatisfied, it being understood that the regular

nominees do not exclude other nominees, though they take precedence of others.

If election is to be at once, the chair says: "You hear the report of your committee. What is your pleasure?" It is not necessary to move to "receive" or "adopt" the report.[1] Other nominations are then in order. *See the next section.*

When the time for the election comes, copies of the report are distributed (if it has been so voted) to be used as ballots; or blank slips of paper, upon which to write out their choice, will do as well, if there is plenty of time. In either case, the members will now consider this report as before them for action. The chairman having said, "What is your pleasure?" Mrs. Preston obtains the floor, and moves "that a committee of two be appointed by the chair to receive, sort, and count the votes." This is put to vote and carried, and the chair appoints Miss Anna Long and Miss Nellie Faxon as this committee. Each member then prepares her ballot, scratching out any name she does not like and substituting one she prefers; the committee collect the slips in a box or other receptacle,

[1] See *section* 143.

retire, count the votes, and note down the result. When they are ready, the chair, interrupting other business if necessary, says: "Your committee on election of officers is ready to report." Miss Long then reads the result of the ballot, giving the whole number of votes cast, the number necessary for a choice (which is a majority of the votes cast), and the number each one has received for each office, as follows: —

Whole number of votes cast		21
Necessary for a choice		11
For President:	Mrs. Preston has	1
	Mrs. Rice has	20

and appears to be elected.

For Vice-president:	Miss Faxon	1
	Mrs. Sanders	1
	Miss Sawyer	19

and appears to be elected; and so on, to all the offices.[1] She then hands the list to the presiding officer, who says: "The following persons, having received a majority vote, are elected as the officers of this club." She then re-reads the list of offices

[1] See Appendix.

and those who are elected to fill them. This declaration of the chairman decides the matter, and the secretary records the result. It cannot be reconsidered.

15. Other Methods of Electing. In case the nominating committee reports at the same meeting at which it was appointed, there will be no time to prepare full ballots. Each officer will then be voted for separately, on slips of paper, each member writing the name thereon, the slips being collected and counted one by one. Instead, there may be an informal ballot, and a formal ballot afterward.[1] This method secures freedom of choice, but takes much more time. Still another way is for the secretary to cast one ballot for the whole membership, using the nominating committee's report as the ballot. The one ballot is then handed to the chairman, who reads the list, declaring the nominees to be duly elected. This method is not recommended, and is never to be used, except in cases where it is certain that all are agreed upon the candidates. A motion is made "that the secretary be empowered to cast the ballot of the society." This motion is

[1] See Appendix.

regularly put to vote, and if there is even one dissenting voice, it cannot be done. Such a ballot must be unanimous.

Another method is by nomination from the floor, either at the first or at a later meeting. This takes much time, and is a rather careless method. It is a good way only when there is danger that a nominating committee will not select persons agreeable to the majority, or to any considerable number of the members. If this method is desired, a motion is made "that we proceed to elect the officers of the club by nomination from the floor." The motion is stated and debated and put to vote. If carried, the chair says: "It is a vote, and the chair awaits nominations for president." Mrs. Sanders obtains the floor and nominates Mrs. Burns, Miss Sawyer nominates Mrs. Allen, Mrs. Robbins nominates Miss Lovell. When all have nominated who wish, the chair says: "Mrs. Burns, Mrs. Allen, and Miss Lovell have been nominated for president. The members will write upon the slips of paper the name they prefer." She then appoints a committee of two or three who distribute slips to all, and then collect, sort, and count them, the result being de-

cleared by the chair, as in the first method. The vice-president, secretaries, etc., are then nominated and elected in the same way, one by one.

Still another method is to allow members of the club, in open session, at the time the nominating committee is appointed, to rise and propose candidates for any office. These names would be merely suggestions, and the committee would be bound only to consider them, not to nominate them. A still better way would be to have a nominating committee, and to provide that an independent list of nominees may also be made by any three, five, or more persons, and that these nominees be placed upon the same written or printed list with the regular nominees. In voting, the members could then erase the name they do not want, or, as in the Australian ballot system, make a cross against the name they do want. This would secure care, freedom, and fairness, and would take less time than the method by nomination from the floor. It should be decided upon by vote and incorporated in the by-laws which of the many various methods shall be used by a given society.[1]

[1] See Appendix.

In all cases, permanent officers should be elected by ballot, unless it is the unanimous wish to elect by acclamation. When this is desired, a motion is made "to elect by acclamation;" this is put to vote, and if there is no dissenting voice, it is done. The names of candidates for each office are read by the chair, one by one, the chair saying, "Those in favor of Mrs. —— for president of the club will say aye," as in any motion. By motion and unanimous vote, also, the names may be all voted upon at once, or portions of them together, instead of one by one.

In their choice of methods, different societies will be governed by what seems suited to their needs, and by what is fairest. With certain societies, election may be by a nominating committee and a printed ballot; with most, acclamation would be too summary; with all, the method of nomination from the floor, or that of a committee and a written ballot, could hardly fail to be impartial.[1]

16. "**No Choice.**" If, in the case of any office, no candidate receives a majority of the votes cast, there is "no choice," and that officer must

[1] See Appendix.

be voted for again, as many times as are necessary, until some one is elected. For instance, in electing the president, if nineteen votes had been cast, and Mrs. Rice had received ten, Miss Sawyer seven, and Mrs. Burns two, Mrs. Rice, having a majority would be elected; but if Mrs. Rice received fewer than ten, she would not be elected, and a new vote would be taken. The chair would say: "None of the candidates for president has received a majority vote. The club will please ballot again."

17. **"Majority" and "Plurality."** A majority is *more than half*, a plurality is *the largest of two or more numbers*. When there are only two numbers, or two candidates, a majority and a plurality are, of course, the same; but where there are more than two, there is a distinction. In the case in question, if there had been nineteen votes cast, Mrs. Rice receiving *nine*, Miss Sawyer seven, and Mrs. Burns three, Mrs. Rice would have a *plurality*, but not a *majority*, because *ten*, and not nine, is a majority of nineteen.

A plurality, however, may elect, if it is so desired, and, if so, this should be decided by vote before the balloting begins. Otherwise, a majority elects.

In all societies, it would seem that officers ought to gain at least one more than half the votes cast, in order to entitle them to serve, so that it is better to observe the general rule of a majority vote. In elections by the people for public office, the opposite is true, the majority method having proved of great inconvenience in the States where it is used.

An election to office, once decided, is final, and cannot be reconsidered.

18. Conclusion of Organization. The permanent officers, having been elected, assume their offices at the meeting following, the temporary officials retaining their places until the close of the meeting in question.

The president, on assuming the chair, may thank the club for its confidence in her, and promise to try to carry on the business properly, and to see that the rights and privileges of the members are equally recognized and respected. She is now addressed as "Mrs. President."

The officers having been elected, and the constitution and by-laws adopted, the society is *organized* and ready for work. It is now the duty of the officers to be present and perform their several func-

tions. But in case at any time the proper officers happen to be all absent, and the time has arrived for the meeting to be called to order, any member may call it to order, and cause a chairman and secretary "*pro tempore*" to be elected, and thus proceed to business. This is better than to keep a meeting and a speaker waiting.

A temporary and a permanent society are each governed by parliamentary usages, the former by general usage, the latter by its chosen authority. The meetings of corporations and joint stock companies (in short *all meetings*) are governed by the rules of parliamentary law, and any authority which is good for a society is equally good for these.

SUMMARY

A permanent society is at first organized temporarily, and then permanently, by election of officers, and adoption of a constitution and by-laws.

The constitution and by-laws include the name, object, and methods of the society, with the number and duties of its officers. They are prepared by a committee, and adopted, after discussion, by the whole body.

The necessary officers of a permanent organization are a president, a vice-president, and a recording secretary. Other officers may be added.

Business may be done by directors, but in societies for mutual improvement, it is better to have business meetings of the whole membership.

A compulsory change of certain officers every few years is advisable in societies for mutual improvement.

Election of officers may be by means of a nominating committee, or by nominations from the floor. All permanent officers should usually be voted for by ballot. In giving the result of a vote, the number of votes against a candidate, as well as the number for, should be stated.

A majority elects, unless it is provided by vote that a plurality shall elect.

A majority is more than half; a plurality is the largest of several.

An election cannot be reconsidered.

In case of the absence of permanent officers, a chairman and secretary *pro tempore* are elected.

CHAPTER III

THE ORDER OF BUSINESS AND THE QUORUM

ROUTINE BUSINESS; THE FORMAL ORDER OF BUSINESS; "QUORUM" DEFINED; A QUORUM NECESSARY BEFORE BEGINNING; EFFECT OF "NO QUORUM" DURING PROCEEDINGS; METHOD OF COUNTING THE QUORUM.

19. **Routine Business.** The three formalities necessary in the conduct of meetings are the calling to order, the reading and approval of the records, and the adjournment. These constitute what is sometimes called the "routine business." Reports of standing committees may also be included under this title. The routine business, by unanimous consent, may be carried on *without formal motion and vote;* but care should be taken not to use this method with any except routine business, that is, with any except business that is merely formal, and does not call for discussion. Objection may be made by any one to its use, even in routine business.

The presiding officer of a permanent organization, when the time arrives for the session to begin, rises from the chairman's seat, stands silently a moment, raps with a gavel if necessary, and says: "The hour having arrived, the meeting will please come to order, and listen to the reading of the records of the last meeting." The secretary rises, addresses the chair [1] [*who now sits*], reads the records, and seats herself. The chair rises and says: "You have heard the records of the last meeting. Does any one notice any errors or omissions? [*she waits.*] If not, the records will stand approved. The next business is, etc."

If any one has noticed any error, she will rise and make the correction, saying something like this: "As I remember, Mrs. President, the action taken upon (so and so) was as follows:" (giving it as she remembers it.)[2] If the secretary thinks the correction is valid, and no one expresses objection, it will be made by the secretary, and the chair will say: "The records, with the necessary correction, will stand approved." If there is a difference of opinion, or if the secretary insists upon her version,

[1] Still better, says: "Mrs. President and members."

[2] *See section 105.*

any one may move "to amend the records in accordance with the suggestion," or, "to amend by striking out (certain words) and inserting (others);" and this motion is discussed and put to vote, and the records amended or not, according as the majority vote is affirmative or negative. The chair will then say: "The records, as amended, will stand approved."

20. Formal Order of Business. It is well for a society, or its president, to adopt an order of business by which the chair shall guide its meetings. The form is not arbitrary, but may be something like the following: —

1. Calling to Order.
2. Reading and Approval of the Records.
3. Announcements.
4. Reports of Special Committees.
5. Reports of Standing Committees.
6. Elections.
7. Special Assignments.
8. Unfinished Business.
9. New Business.
10. Programme for the Day.
11. Adjournment.

Any society will modify this order, in accordance with its own convenience and methods. The

president arranges a list for each day, itemizing under each of these heads the special business to be brought up, and calls up each item in order. When she comes to "new business" she asks: "Is there any new business?" If there is, it is presented, disposed of, temporarily at least, and then the lecture, or other programme for the day, follows. If a special time is set for the programme to begin, all business which is not reached when this time arrives, is postponed by tacit consent till the next business meeting, unless a vote is taken "to continue the business session." The order of business, after the approval of the records, may be interrupted or changed at any point, by a motion and vote to consider any special topic.

21. **The Quorum Defined.** The quorum is that number of persons whose presence is necessary for the transaction of business. In a temporary meeting, the question of a quorum does not arise, those present, however few, constituting the meeting. In a committee, a majority of those appointed constitutes the quorum. In a permanent organization, it is necessary to provide, by rule or in the by-laws, what number shall constitute the

quorum. If it is not so provided, the quorum is a majority of the whole membership; and, since business cannot be done without a quorum, a majority would have to be present before a meeting could even be called to order.

In legislatures, where the business is of a public nature, where it is the duty of all the members to be present, and where there is power to compel their attendance, a large quorum is expedient and just. In ordinary societies, the contrary is true. The object being to get the business done, the quorum should be fixed at a number small enough to insure that a meeting is actually held when it has been called. For a society numbering from fifty to one hundred, the quorum may well be fixed at nine; for a small society five; and for one of several hundred, fifteen or seventeen is sufficient. In fixing the quorum, the *kind* of society may also be taken into account, and if its membership, though large, is not a working membership, the quorum may be still smaller. The principle is, that *all* having the right and the opportunity of attendance, those who actually do attend, rain or shine, have the right to do the work for which

they have taken the trouble to come. Absent and tardy members must take the consequences. Only as a matter of courtesy can they expect business which has been regularly assigned, to be put off because they are not present. Of course, if the members present choose, they can postpone any or all items of business and adjourn; but they need not, nor is it best to do so. If the bare quorum is present, they may go on as if there were a large meeting.

22. Quorum Necessary before Beginning. Whatever number is fixed upon as the quorum of any body, the presence of that number of members is necessary before any business can be done. When the time for the meeting arrives, the president counts those present, including herself, to see if the requisite number are there; even if but one is lacking, she does not call to order, but waits until others arrive. After a reasonable time (from a half-hour to an hour), if there is still no quorum, she adjourns the meeting, saying: "There being no quorum, the meeting stands adjourned to —" (naming the time for the next meeting). Those *present may* talk over matters, but no motion,

vote, or business of any kind, is in order. It is as if the meeting had not been held. Members may be sent for to make a quorum, but they cannot be required to come. The same is true of committee meetings.

23. Effect of "No Quorum" During Proceedings. A different practice prevails where there has been a quorum, and where, during the meeting, the members have gradually departed until less than a quorum may remain. In this case, business still goes on until some one raises the point of "no quorum," the supposition being that, a quorum having been present, it is still present. Business done under those circumstances is regular, and may continue to an adjournment at the regular time. The chair is not *obliged* to note the absence of a quorum, but may continue to conduct the exercises.

If, however, any one, the chair or a member, so wishes, the question of "no quorum" can be raised and the proceedings stayed. The chair may say: "The chair calls the attention of the members to the fact that there is 'no quorum.' The meeting is therefore adjourned," and thus dis-

solve the session. Or, a member may rise and say: "Mrs. President, I raise the question of 'no quorum.'" Business is then suspended until the number present is counted, and if it is deficient, the meeting is perforce adjourned.

24. **Method of Counting the Quorum.** If the quorum is small, its presence or absence is easily ascertained by a simple count, by the president and secretary, which is verifiable by all. If it is large, it should be done by tellers or by the roll-call,[1] those recorded as present deciding the question of the presence of a quorum.

The question whether the presiding officer of a legislative assembly (whose quorum is a majority, or some very large number) may decide the question of a quorum, by himself counting those present, is still an open one. This arbitrary method may be necessary for bodies where partisan politics govern the procedure; but for all ordinary assemblies, precedent has established the roll-call as the safe and fair method of ascertaining the presence or absence of members.

In any given case where the opportunity arises,

[1] For the way to call the Roll see *section* 72.

the natural tendency of all presiding officers toward the assumption of autocratic power should be restricted rather than encouraged.

SUMMARY

Routine business, by general consent, may be carried on without regular motions and votes.

Meetings of permanent societies should be guided by a formal order of business, including, under suitable heads, all that will be likely to arise.

The quorum is that number of persons whose presence is necessary for the transaction of business. If the number is not stated, it is a majority of the membership. It is better to have it definitely fixed.

The quorum should be small enough to insure a meeting being held when one is called, those taking the trouble to come being entitled to do the business.

A meeting is not called to order till a quorum is present; but once in progress, it may go on without a quorum until some one raises the question of "no quorum."

The presence of a small quorum is ascertained

by a count; of a very large one, by the roll-call.

When there is shown to be "no quorum," no business can be done except to arrange for a future meeting, and to adjourn.

CHAPTER IV

RIGHTS AND DUTIES OF MEMBERS

DUTIES AND RIGHTS OF THE PRESIDING OFFICER; RIGHTS AND DUTIES OF MEMBERS; THE VICE-PRESIDENT; THE RECORDING SECRETARY; VACANCIES; REMOVALS; SPECIAL MEETINGS, ETC.

25. Duties of the Presiding Officer. The presiding officer is the servant of the whole body, not the servant of any party or individual; above all, *not the master* of the assembly over which she presides. She *directs*, by means of her order of business, seeing that all is conducted in accord ance with justice and equality. She "preserves order and decorum" by calling to order when necessary, and correcting parliamentary errors, hold*ing* the reins, so to speak (but not too tightly),

and guiding, not driving, the session, through its by-ways to its destination. It is her duty to be strictly non-partisan while in the chair; to see that while the will of the majority is carried out, the rights of the minority are also respected; to secure the speedy and fair transaction of business, and freedom and impartiality in debate.

A good presiding officer will have three characteristics, — force of will, sincerity of purpose, and consideration for others.

As to matters of detail, the chair will do that which best preserves order and secures the proper transaction of business. She will stand during all business or voting, especially while stating and putting motions, but may sit during debate. She will not speak of herself as "I," but as "the chair" or "the president." She will recognize the member to whom the floor rightfully belongs, will state every motion that is in order, and give a chance for its discussion; she will wait for a quorum before beginning, and will open and close the meeting at the proper time; she will know when committees are to report, and see that their reports are called for; she will see that special

assignments are called up at the proper time, and that all necessary business is either done, or else properly postponed, before the meeting dissolves.

26. Rights of the Presiding Officer. The presiding officer is a member of the society or meeting, and as such may always vote and speak. These rights are usually waived, however, except in cases of necessity. The chairman may make explanations or state facts, but if she wishes to debate, she leaves the chair (saying, "Will Mrs. —— please assume the chair?") and becomes merely a member for the time being. She need not actually vacate the real chair, though this is best in large assemblies; she simply assumes that another person is the chairman, and then "addresses the chair" as a member, and goes on with her remarks, resuming her chairmanship at their close.

The chair has the right to decide who is entitled to the floor, and to decide points of order, both of these being subject to appeal. She may call up regular business without waiting for motions, may declare certain routine business "approved" without a vote, and may adjourn a meeting if it is time, or if a quorum is not present. She may require

motions to be put in writing, and may refuse to put those that are not in order.

A president has no right to meet with a committee, unless she has been specially appointed upon it, and she need not be consulted by members of it. She has no so-called *ex officio* rights, unless these are specifically granted, and it is not well to grant them. Her rights consist, not in managing the society, but in directing it so that it may manage itself.

27. **Rights and Duties of Members.** The members will best do their duty in assisting the president to preserve order, by preserving order themselves. They will refrain from whispering, from "asides," from walking about, from doing anything which may distract the meeting and prevent others from speaking and listening. They will make motions properly, debate courteously, and abide by the voice of the majority. Every member is upon an equality with every other. It is the right of members to vote, and also their duty, when clear as to their convictions. The rights and duties of members in debate are considered in chapter seven.

28. The Vice-President and the Secretary. The vice-president is the substitute for the president in case of her absence or disability. Her duties are the same therefore, and she should inform herself upon the objects and methods of the society, and upon parliamentary practice. It is well for a president to call often upon her vice-president to aid her in different ways, so that the latter office shall not degenerate into a sinecure.

The recording secretary records at the time, and afterward writes out in permanent form all that is done. She may also, but need not, record what is said in debate. Votes are to be transcribed in the exact form in which they are taken. The record is the authority; whatever that says, stands as the legal acts of the society. It is necessary, therefore, that the records of a meeting be read at the meeting subsequent, and be then "approved" by motion and vote of the society, or by tacit consent. They are thus sanctioned as correct; and it is these records, and not the memory or assertion of any individuals, which decide what the action has been. Rejected motions must be recorded.

The secretary notifies committees of their ap-

pointment, takes charge of matters which have been tabled or postponed, and sees that they are kept in proper shape; in short, she assists the president in keeping matters straight. If a secretary has made errors in her record, and the record has been "approved" with the errors still in it, these errors must be proven by the person asserting their presence, to the satisfaction of the majority of the association, the assumption being that an approved record is correct. To correct the record before it is "approved" is therefore very important. The secretary has no right to alter her record after its approval. She signs each record "*So and So, Secretary.*" If it is not already in proper shape, she arranges and copies it at some future time. It is best, however, to write it out at first in a record-book, rather than upon sheets of paper. The corrections are then made by interlining and erasure, and there is no copying to be done. Nothing that has been actually voted can be expunged from the records except by unanimous consent. See Appendix to *section* 87. The duties of other officers should be specified in the by-laws of the society which elects them, and will be determined

by the needs of that society. Every officer is to attend to her own duties; she is not to interfere with, or to be subjected to interference from, the other officers. In general, it is the duty of the recording secretary to record, and of the corresponding secretary to correspond; and whatever naturally comes under these heads belongs to these officers respectively. Any other duties may be specially assigned to either of them, or their duties may be differently divided, by vote or special rule. The president should oversee all, but not interfere, except when necessary to keep the proceedings correct. She should not be given too much power, and should be careful not to presume upon the powers which are given her.

29. **Vacancies, Removals, Special Meetings, etc.** If vacancies in office occur during the period when the society is in session, they are best filled by a new election at the earliest feasible date. If they occur during the vacation, they may remain unfilled till the society reassembles, or provision may be made in the by-laws for filling them in some other way. It is doubtful whether directors *should be* given power to fill their own vacancies.

Committees may well do so, as they are temporary. A vacant office is best filled by a *pro tempore* officer until a new election can be had. The duties of such an officer cease as soon as the regular officer is chosen.

Officers who become grossly negligent, or who disgrace the society, may be removed by a majority vote, which should be taken by ballot upon a motion (seconded) "that the office of —— be declared vacant." It is obvious that only in a most extreme case should this be done, the better way being to wait for the term to expire. Rotation in office best meets this difficulty.

The authorities of an organization are: *first*, its own constitution and by-laws, which are paramount; *second*, any special rules that it has adopted, or votes that it has passed, which are unlimited, except that they cannot conflict with its constitution and by-laws; *third*, its chosen authority in parliamentary law; *fourth*, general parliamentary usage. These take precedence in their order.

It is presumed that the members of a permanent organization know the place and time of regular meetings, and notification of these is not compul-

sory. With special meetings it is different. Every member must be notified of these in some regular way, prescribed by vote of the organization, and such rule must be strictly enforced. At any regular meeting, a quorum being present, any vote may be passed which does not conflict with the constitution and by-laws or with previous votes; and any article of the constitution or by-laws, by unanimous consent, may be temporarily suspended. *Per contra*, the business to come before a *special* meeting must be specified in the "call" or notice thereof, and no business except such as is thus specified can be done at such special meeting, unless all the members are present, and all agree to bringing it up. In a special meeting, more than ordinary strictness must be exercised in admitting amendments. Those which are germane are in order, as in a regular meeting, but, in case of doubt, as Mr. Crocker says: "A conservative course should be adopted with reference to admitting any amendment which materially enlarges the scope of the proposition as stated in the call." It is better to have as few special meetings as possible. They are for emergencies.

SUMMARY

The presiding officer is the servant of the whole body; it is her duty to be strictly non-partisan, to preserve order, and to guide the meetings by the rules of parliamentary law, and by an order of business.

It is the right of the presiding officer to vote and to speak, leaving the chair for debate. She has no *ex officio* rights not specifically granted.

The duty of the members is to help to preserve order and to observe the rules of procedure. They are all upon an equality.

The recording secretary keeps a correct record of all that is decided by vote. The records are the legal authority of what has been done, and must consequently be "approved" at the meeting following the one recorded.

Vacancies are filled by a new election, unless otherwise provided by special rule. In extreme cases, officers may be removed.

The business of special meetings is restricted to that specified in the call.

PART II

MOTIONS

CHAPTER V

THE MAKING, STATING, PUTTING, AND SECONDING OF MOTIONS

"MOTION" *vs.* "TALK;" THE PROCESS OF DECIDING A MATTER BY MOTION AND VOTE; WORDS TO BE USED; WHEN A MOTION MAY BE MADE; ILLUSTRATION OF THE PROCESS; SECONDING THE MOTION; FORM FOR SECONDING; EXTREMES TO BE AVOIDED.

30. The "Motion." In the process of the transaction of business there are three stages: 1, the motion; 2, the debate upon the motion; 3, the vote upon the motion. These three are a sort of thread upon which all the procedure, however complicated, is strung. A motion is a proposition that the assembly take some action upon some matter. In order to bring a matter properly before a meeting, it is necessary to make a formal motion. Desultory talk or suggestion followed by general agreement is of no binding value. A motion,

regularly made and put to vote, is the basis of business; and only when this is done, can one who is instructed to do a certain thing be held to its performance. This is not saying that a matter may not be informally talked over previous to the making of the motion. This is often profitable and necessary; but such informal talk is merely preliminary to the regular motion: it does not take its place. *The motion alone is the basis of action.*

31. The Process of Deciding a Matter by Motion and Vote. In deciding a matter by motion and vote, six steps are essential. These are as follows:—

1. The member rises and addresses the chair.
2. The chairman rises and recognizes the member.
3. The member makes her motion and sits.
4. The chairman states the motion.
5. The chairman gives opportunity for debate, and then asks, Are you ready for the question?
6. The motion is put to vote, and the result declared.

If the motion is seconded, the seconding follows

the third step. This is not included, because it is not *absolutely* essential, while the other steps are.

32. Words to be Used. In making motions, any words may be used which express the speaker's meaning. A motion should be as concise as possible, and should relate to one subject. The motions given in illustration throughout the text of this book are not arbitrary, but are simply indicatory of how a motion should be framed. The speaker should begin by saying, "I move;" not "I motion," or "I move you," but "I move that" (so and so). The chair, in putting the motion before the meeting, should repeat it as nearly as possible as it was made. She may ask for it to be put in writing or may ask the mover to repeat it, in order to have it correct. If it is awkwardly expressed, or is involved, she may, in stating it, put it in better shape by altering the *wording*, but she must not change the *sense* in any way. If she does change the sense, the mover should insist upon repeating it herself, or correcting it.

33. When a Motion may be Made. Any motion may be made at any time when there is no other motion pending. There are also certain tech-

nical motions which may be made while others are pending, and these are considered in chapter fourteen. No motion can be made during voting, or while a member has the floor for debate. When a motion is defeated, the matter remains where it was before the motion was made.

34. **Illustration of the Process.** Let us suppose that a business meeting of the Mendon Women's Club is in progress. The president has called the meeting to order, the records have been read and approved, and, in the "order of business," the item "new business" is reached.

Mrs. Preston wishes to bring before the club a proposition for a public lecture. She rises and says, "Mrs. President," then waits for "recognition;" the chair, rising, "recognizes" her by saying, "Mrs. Preston." Mrs. Preston then "has the floor." She proceeds as follows: "I move that our club hold a public meeting."[1] She then sits, and the president says, "You have heard the motion of Mrs. Preston, that our club hold a public meeting; the matter is before you for discussion." Still standing, the chair waits for, invites, if necessary urges, discussion; and

[1] See Appendix.

when the matter has been debated[1] (during debate the chair may sit), and it seems to her that all have spoken who wish, she rises and says, "Are you ready for the question?" If no one rises to speak, she then puts the motion to vote as follows: "The motion is that our club hold a public meeting. All those who are in favor of the motion will say 'Aye.' [*Those who favor the project, answer 'Aye.'*] Those opposed, 'No.' [*Those opposed answer 'No.'*] It is a vote" (or, "The motion is carried"). If the "Noes" are in the majority, she declares the result by saying, "The noes have it" (or, "The motion is lost"). This declaration of the chair decides the matter, unless the vote is doubted or reconsidered. The secretary records the result, and it stands as the vote of the club, to be in future acted upon. Further motions as to when and where the public meeting shall be held, who shall be the speakers, etc., are made and decided by the same forms. In short, all motions whatsoever follow this same process, with the exception that, with certain technical motions, *debate* is omitted or limited.[2]

[1] For rules regarding the limit of debate, see *section* 47.

[2] See Appendix.

35. **Seconding the Motion.** The practice of seconding the motion is apt to be regarded as of too great importance, many persons who do not even *make* or *put* a motion properly, often insisting upon the necessity of *seconding* all motions before they allow them to be discussed. This is placing too much value upon a small matter. The "second" is merely a sign of approval, and is of the nature of debate, a person "seconding" when she has nothing to say, or as a preliminary for her remarks. Moreover, the practice of certain legislatures [1] and other large bodies in *not seconding motions* would seem to indicate that seconding is gradually falling into disuse, experienced bodies having found that the omission of the second is useful in saving time and in subserving that principle of equality by which every member has an equal right with every other to introduce a motion and to have it placed before the assembly.

Therefore, although most of the other authorities

[1] Motions are not seconded in either house of Congress or in the Legislature of Massachusetts. The same is probably true of most of the other States. The author has the authority of the Senior Senator from Massachusetts for saying that "in most bodies of dignity and importance a second to a motion *is not* required by parliamentary rule."

in parliamentary law make the seconding obligatory, it is here recommended not to give a too strict adherence to this old method (except in the case of undebatable, irregular, or factious motions), but to leave it optional with the presiding officer, whether or not to require a second, before placing a motion before the meeting.

It is understood, then, that any member *may* second any motion, but *need* not; that the chair *may* ask for a second if none has been given; that the chair *should* place the motion before the meeting without asking for a second, except in certain cases; that the chair may tacitly second any motion herself, if she thinks best, and thus do away with the necessity of asking for a second from the floor. Where seconding is insisted upon, the lack of a second suppresses the motion. A fair-minded chairman will consequently second a proper motion herself rather than allow it to be suppressed.

36. Form for Seconding. When a motion is seconded, the seconding follows the making of the motion. The seconding may be done formally (by rising, addressing the chair, obtaining recognition,

and saying, "I second the motion"), or, since it is an unimportant matter, informally, by calling out "second the motion" while seated. The chair then says: "The motion is made and seconded that"—etc. When she seconds it herself, she uses the same words, or says: "It is moved that," etc. When there is no second, she says: "The motion is made," or "Mrs.—— moves," or "It is moved," etc. If she desires to insist upon a second from the floor, she will say: "Is the motion seconded?" In societies where seconding is insisted upon, the members should second at once, and not oblige the chair to ask, thereby saving much time, and preventing the incessant reiteration of the question, "Is the motion seconded?"

37. **Extremes to be Avoided.** There are two extremes which a fair-minded chairman will avoid: *first*, suppressing a motion because it is not seconded; and *second*, hastily putting one to vote without giving a chance for discussion.

As was said in chapter one, nominations for office would better be seconded. The reason for this is that nominations are almost never discussed. Indeed, a good rule to be established in regard to

seconding would be this: a second should not ordinarily be insisted upon; but it may be, in the case of nominations, of undebatable motions, and of appeals. In the illustrations in this book, seconding will be omitted. Any society which adopts the *Woman's Manual* as its authority is thereby left free to second motions or not, as it chooses.

SUMMARY

A formal motion, regularly made and put to vote, is the only proper basis for business. Informal talk determines nothing.

There are six essential steps in deciding a matter by motion and vote: addressing the chair, recognition, making the motion, stating the motion, debate, putting the question to vote.

Any words may be used which express the speaker's meaning.

A motion begins with the words, "I move that."

A motion may be made at any time when no other is pending.

Seconding the motion is always permissible, but should not be too strongly insisted upon. The chair may or may not require a second, or she may

tacitly second a motion herself. The chair decides the matter.

A motion should not be suppressed because it is not seconded; neither should one be put to vote hastily without opportunity for debate.

CHAPTER VI

THE WITHDRAWAL AND DIVISION OF MOTIONS

RULE FOR WITHDRAWAL; WITHDRAWAL ILLUSTRATED; EXCEPTION; DIVISION OF MOTIONS; EQUIVALENT MOTIONS.

38. Rule for Withdrawal. A motion, having been made and stated, is in the possession of the *assembly* and not of the mover, who may "withdraw" it only under certain restrictions. The rule for withdrawal may be stated as follows: The member who makes a motion may withdraw it, by unanimous consent, before it is put to vote, unless it has been amended or put into a different form from that first moved. The reason why it cannot

be withdrawn without unanimous consent is because after it has been put before the assembly it "belongs," so to speak, to the whole body, and no longer to the mover. Furthermore, unanimous consent is the shortest way of determining the wish of the meeting; any person could at once renew the motion if it were allowed to be withdrawn by a majority vote, and time would thereby be lost. Even by unanimous consent, it cannot be withdrawn if it has been amended, for it has now become involved in other processes which require their own course of action. If it has been seconded, the second must also be withdrawn. A motion that is withdrawn need not be recorded, for it is as if it had not been made at all.

39. **Withdrawal Illustrated.** Matters may come up in the course of debate which lead the mover to see that her motion is unnecessary or undesirable, and she wishes she had not made it. She may in that case withdraw it. That is, she may rise, address the chair, and, being recognized, may say, "I desire to withdraw my motion." The chair will then say, "Mrs. —— desires to withdraw her motion. Is there any objection?" She waits

for objections, and if there are none, she says, "The motion is withdrawn." If any one, wishing it to be further considered, does object to its withdrawal, that person rises and says, "Mrs. President, I object." The chair will then say, "There being objection, the motion cannot be withdrawn, and is still before you," and the debate upon it proceeds.

40. **Exception.** A motion may be withdrawn before it is stated by the chair, without unanimous consent, and solely at the will of the mover. Not having been stated by the chair, it "belongs" to the mover. This may happen when, after a motion is made, the chair, or some one through the chair, knowing of facts or circumstances unknown to the mover, suggests to her its undesirability or untimeliness; and she in consequence withdraws it, if she wishes.

41. **Division of Motions.** A motion which has two or more distinct parts may be divided into as many motions as there are parts, and each one put to vote separately. This division may be made by the chair without a vote, if there is no objection; or, a member may move "that the motion

be divided," and this is put to vote like any other motion. For instance, a motion is made "that a committee of three be appointed by the chair to consider the question of holding a public meeting, and be given full powers." This may be divided into four parts, as follows: 1, That a committee be appointed to consider the question of a public meeting; 2, That it consist of three; 3, That it be appointed by the chair; 4, That it be given full powers.

This gives opportunity for debating and amending each proposition separately, and secures a quicker and fairer result than if the whole complex motion were under consideration at once. In precedence, "to divide" ranks with "to amend." *See section 116.*

If the *chair* decides upon the division without a motion, she separates the motion into its obviously distinct parts, putting each to vote. The motion to divide is simply, "I move that the motion be divided," without specifying the manner of division. If this is carried, the chair proceeds to divide the motion, as in the other case.

42. Equivalent Motions. When the negative

of one motion amounts to the affirmative of another and *leaves no alternative*, the decision of one decides the other. For an example, *see section 50*.

SUMMARY

The mover may withdraw her motion, by unanimous consent, unless it has been amended or modified.

A motion may be withdrawn before it is stated, at the will of the mover.

A motion which has two or more distinct parts may be divided, each part being put to vote separately.

The chair decides upon the manner of division; she may divide without a motion "that the motion be divided," or one may be made to that effect.

A motion which is another's equivalent is decided when that other is decided.

CHAPTER VII

DEBATE

THE RIGHT OF DEBATE; DEBATE DEFINED; WHEN DEBATE IS IN ORDER; METHOD OF DEBATE ILLUSTRATED; RULES FOR LIMITING DEBATE; ILLUSTRATION; THE ARGUMENTS; CONTESTING THE FLOOR; YIELDING THE FLOOR; COURTESIES IN DEBATE; GENERAL CONSENT.

43. The Right of Debate. After a motion has been made, and stated by the chair, it is before the assembly for consideration. It is now the duty of the chairman to see that it is fully and fairly considered, and to secure the right of the members equally to take part in its discussion. On the other hand, provision is often needed to protect an assembly from the tendency of members to "talk against time." To preserve the happy medium between a tedious or factious debate on the one hand, and a summary disposal of all debate on the other, it is well for a society to adopt a few simple rules to guide and guard its discussions.

44. Debate Defined. Strictly speaking, "debate" means remarks made on opposite sides of a question; it presupposes difference of opinion and conflict of votes. But in its more general sense, it includes all remarks made in relation to a motion, even if all on one side. Debate may therefore be defined as original remarks, spoken, not read from manuscript, by a member of the assembly who has obtained the floor, which remarks should be impersonal [1] and to the point. The speaker may have notes jotted down to aid her; she may recite her speech from memory, or it may be *extempore*, but, as Mr. Crocker says, "debate is not reading a speech."

45. When Debate is in Order. Debate is in order only when a motion is regularly before the meeting. Informal discussion, without a motion to speak to, is not debate. This is allowable as preliminary to a motion, but regular debate is discussion *of a motion*. The motion being made and stated, "debate" follows. Conversely, debate ceases as soon as the motion is put to vote. The chair having asked, "Are you ready for the ques-

[1] See Appendix.

tion?" and no one rising to speak, the motion passes from the debatable stage, and is put to vote, when debate cannot be resumed. By general consent, in voting by *viva voce*, by rising, and by show of hands, debate may be resumed after the affirmative is put. In case it is resumed, the vote, when finally taken, is taken again *on both sides*. If both sides have been taken, *debate* cannot be resumed in any case, and any talk or discussion that may follow the declaration of a vote is of no value; the matter is decided. If there are special rules, these govern the debate; and if the previous question has been ordered, there can be no more debate, even by unanimous consent.

46. Method of Debate Illustrated. Let us suppose that at a meeting of the Mendon Women's Club, a motion "that a public meeting be held" has been made and placed before the meeting. Debate is now in order, and the chair invites discussion, saying: "The motion is now before you for discussion, and the chair hopes the members will all express their views freely." Mrs. Paine rises, "addresses the chair," is "recognized," and thus "has the floor." She proceeds to speak in

favor of the public meeting, speaking strictly upon that subject alone, and giving such reasons as appear to her to be good. She avoids saying "It seems to me" if possible, guards against repetition and prolixity, and is careful not to indulge in any anti-climax. If an inexperienced speaker, she should be encouraged by the chair to go on, even if she does not express herself so well as might be — the *way* of speaking being secondary to the *speaking*. If she is wise, she will not apologize for her words, either in beginning or closing, but let them stand for what they are. If she has occasion during her speech to allude to any other member, she will not do so by name, but will say instead, "the member on my right," or "our secretary," or "another speaker," or "one of my opponents," or any impersonal term which shall indicate the one meant. Directly addressing one another by name is unparliamentary. Having said all she has to say, she stops and sits down.

If no one rises immediately to continue the discussion, the chair will invite others, saying, "There must be others who have some opinion in this matter. Do not wait for one another, friends; this

question should be fully discussed." It is not well for the chair to call upon members by name, except in rare cases, as when some particular person is specially well-informed on a subject; for, where this practice is followed, those who are not called upon never dare to speak, and those who are, wait for an invitation; the consequence being that the freedom and spontaneity of debate, which make its chief value, are prevented. It is better for the chair to wait, in the midst of an oppressive silence (hard though this is), for the spirit to move, than to attempt to coerce debate by indicating who shall speak. After a time (which will grow shorter as the members gain courage by practice) some other member rises and gives her reasons, as well as she can, for or against the project. Others follow, until all have spoken who wish. No one having the floor, or rising to speak, the chair then says, "Are you ready for the question?" and, no one rising to speak, she puts the motion to vote.

47. **Rules for Limiting Debate.** In the illustration given above, it is assumed that there are no rules limiting debate, but that all speak when and as long as they wish; and this is the best and gen-

eral practice when the discussion relates solely to business to be done, and also in societies where it is difficult to persuade members to speak at all on any subject. A judicious and kindly president will draw out all the discussion possible from those present who can overcome their natural timidity, and rules *limiting* debate will be undesirable.

But, in societies where the object is to learn to debate, especially when the members are experienced, or on special occasions where there is a limited time and general interest upon some designated topic, it is well to guard against the monopoly of debate by one or two persons, by adopting certain rules, either for temporary or for permanent use. These rules will restrict the speakers as to the time and as to the order of their speaking. The simple rules for an ordinary debate are the following: —

No one shall speak more than once until all have spoken who wish.

No one shall speak longer than five minutes at one time.

The leaders shall each have ten minutes to open the debate and five minutes to close.

The prescribed time may be longer or shorter of course, and it is not necessary that the leaders close; it will be found not desirable to have them, when the time is limited.

These few rules are all that will be necessary in ordinary cases. The chair must enforce them by rising, rapping, and adding, if necessary, "The speaker's time has expired." Or, a bell may be rung. One who persists in going on is disorderly. If one has already spoken, the chair will say: "Are there others who wish to speak?"

The practice of extending a speaker's time is correct, but, as it defeats the purpose of the rules, the extension should not often be made. If it be desired to extend the time, some one obtains the floor, and makes a motion "that the speaker's time be extended —— minutes," and if this is carried, she goes on. It may be said in general, upon this point, that, having rules, it is better to adhere to them, except in extreme cases. It might be well to adopt this additional rule: —

Only by a unanimous vote shall a speaker's time be extended.

48. Illustration. The Mendon Women's Club,

having progressed so far as to discuss papers informally, decides to go a step farther, and to have a formal debate. A resolution is prepared, in proper form, by a member or members appointed to do it, on some subject of interest, such as the tariff-law, the single-tax theory, or a local topic. This resolution should be affirmative and not negative; that is, it should read, "*Resolved*, that the present tariff *is* of benefit;" and not, "*is not* of benefit." This is to prevent confusion in the minds of the debaters and hearers as to which side they are considering. Two or four members are then selected, either by nomination from the floor, or by appointment of the chair (as is voted), to be the leaders in the debate. It is best to appoint them one by one, in the following order; and care should be taken that each understands which side she is on: First affirmative, first negative, second affirmative, second negative. It is then voted to guide the debate by the rules given in the preceding section.

When the time arrives, the chair says, "The programme for this afternoon is a debate upon the following subject: '*Resolved*, that the present

tariff-law is of benefit to the business interests of our country.' Mrs. Paine, being first upon the affirmative, will open the debate." Mrs. Paine rises, addresses the chair, is recognized, and proceeds with her remarks until the chair indicates to her that her time is up. The chair then says, "Mrs. Robbins, the first on the negative, will continue the debate," and Mrs. Robbins follows Mrs. Paine's example. She is followed by Mrs Preston as "second on the affirmative," and she, in her turn, by Mrs. Burns, as "second on the negative." The leaders having finished, the chair says, "The debate is now open to all present, each being allowed not more than five minutes;" and all then speak who wish. If the leaders are to close, time is taken for that purpose from the other speakers. If not, the debate is over when all have spoken who wish, or when the time has come for adjournment, or when the previous question is ordered. Debate having closed, the chair puts the resolution to vote, as follows: "Those in favor of the resolution, 'That the present tariff-law is of benefit to the business interests of the country,' will rise and stand until counted. [*The affirmatives*

rise, the secretary counts them and notes the result.] Those opposed to the resolution will rise and stand until counted. [*The negatives rise and are counted.* Then the president, to whom the secretary hands the result, goes on:] Twenty-five have voted in the affirmative, and thirty in the negative, and the resolution is lost."

49. **The Arguments.** Sometimes a vote is taken upon the merits of the *arguments*, as well as, or instead of, the merits of the *question*, the members voting upon the side which they consider to have been best presented, whether or not they concur in the views expressed. This is not specially commendable, since it tends to encourage oratory rather than sincerity.

It should be the aim of all debaters to inform themselves as thoroughly as possible; to be truthful, correct, and concise; and at the same time to press the merits of their own side emphatically, and to use any fair means to show the fallacy, inexpediency, or injustice, of the opposing side.

50. **Contesting the Floor.** As already stated, the member who is recognized by the chair, "has the floor;" and she is entitled to speak, without

interruption, for her allotted time, provided she speaks in order. It may happen, however, that two persons rise and address the chair at the same moment. In this case, unless one of them yields [saying, "I yield to Miss ——, Mrs. President"] and seats herself, the chair decides between the two. This she does by calling the name of the one she first saw or heard. If she is in doubt, she will recognize the one farthest from her, or the one who has not spoken, or who speaks seldom, rather than the other; if one has risen and addressed the chair, and the other has risen only, or spoken only, the one properly proceeding has the preference.

If the one not recognized believes that *she* is entitled to the floor, she may insist, remaining standing, and saying: "Mrs. President, I believe I addressed the chair first," or words to that effect. The chair then says: "Does Mrs. —— (the one recognized) yield to Mrs. ——?" and if she does not, she puts the question to vote, saying: "The question is: which of these members was first up? Those in favor of giving the floor to" [mentioning the one she has recognized] "will say 'Aye.'" If the ayes prevail, the other person sits down; if

the noes prevail, she has the floor, and the one recognized sits down. It is not necessary to take the vote upon the other name, since the decision of the vote upon one name necessarily decides that upon the other, leaving no alternative. This is an example of "equivalent motions."

If there are more than two contestants, however, as many votes must be taken as are necessary to come to a decision. Such action is called "contesting the floor," and it rarely occurs except in legislatures. The members of ordinary societies will generally acquiesce in the chair's decision, or amicably yield one to another. But this provision is useful in case of unfairness on the part of the chair, or urgency on the part of the speaker's cause.

51. **Yielding the Floor.** It often happens, during an interesting debate, that some member will wish to interrupt another, to "ask a question," either in good faith or, as often happens, to point out a fallacy. In this case, the member speaking may or may not allow the question to be interjected. If she does "yield the floor" for that purpose, *she loses the floor*, in case the one interrupting

shall choose to continue her remarks further, and can only resume it provided she again succeeds in obtaining it in the regular way. For example: Mrs. Paine is speaking concerning the public meeting of the woman's club, and Mrs. Granger wishes to ask her a question. She rises and says, "Mrs. President, will the speaker allow a question?" The chair rises and says, "Will Mrs. Paine yield the floor for a question?" Mrs. Paine may say, "Certainly," remain standing, listen to the question, reply to it or not, and go on after Mrs. Granger has seated herself. Or, not wishing to have her train of argument interrupted, Mrs. Paine may say, "After I have finished, Mrs. President, I shall be glad to answer any question, if I am able," and proceed with her remarks, Mrs. Granger sitting down. If she allows the question, she runs the risk of losing the floor, and, in deciding the matter, she will be guided by her knowledge of Mrs. Granger's views, which, if unfavorable to her own, would better not be allowed at that time.

In asking her question, Mrs. Granger would use this form: "I would like to ask the speaker,

through you, Mrs. President, whether" etc. She may then go on to answer it herself, and to make an argument, in spite of the fact that Mrs. Paine is still standing. Finally, if Mrs. Granger still goes on, Mrs. Paine will perforce sit down. She has "lost the floor" by voluntarily yielding it, and if she wishes to resume, she can only do so in the regular way. This is a sharp practice, it is true, but since it is parliamentary, it may well be guarded against. Interruptions are disturbing, both to the speaker and the hearers, and should be discouraged. Warrington says:—

"An experienced debater will seldom lose anything by interruption; an inexperienced one ought not to be subjected to loss or discomfiture by any such event."

When the floor, instead of being voluntarily yielded, is taken from a member by a question of privilege or of order, it is not thereby lost, but still belongs to that member, who has the first right to it after the prior question is settled. The rule is that if one *voluntarily* yields, she loses the right to the floor, while if she yields of necessity, she retains that right. *See sections 149 and 153.*

52. **Courtesies in Debate.** While courtesy is always to be regarded, it is not to be carried so far as to endanger one's cause. It is not discourtesy to refuse to yield the floor, provided one declines in a courteous manner. Neither is it discourteous to hold the floor, having gained it, provided it is gained fairly.

A custom has grown up in Congress of allowing certain members precedence over other members in debate. The chairman of a committee, or the originator of a measure, for instance, is given opportunity and time to the exclusion of the general membership. This may be necessary in Congress, but any tendency toward such "courtesies" (as they are called) in ordinary societies, should be discountenanced. To give special privileges to any member over any other is to endanger that freedom which is the soul of debate as well as its safety.

53. **"General Consent."** A number of procedures, otherwise irregular, may be admitted by "general consent," and "general consent" means *unanimous* consent. Routine business is carried on, debate is allowed when really out of order, and similar informalities, (instances of which will

be cited here and there in this book,) are allowed. In any of these cases, *if one person objects*, the presiding officer must proceed regularly. Business may frequently be facilitated in this way, but the practice must be carefully guarded against misuse. There are also certain procedures which *require* unanimous consent, such as the withdrawal of a motion, and expunging from the record. In such cases, the unanimous consent must be ascertained and not assumed. The chair will proceed as in *section 39*, or still better, will say: "this matter requires unanimous consent. Those in favor," etc., and if there is one dissenting voice, it is lost.

SUMMARY

Debate consists of spoken remarks, made by one who has properly obtained the floor. They should be impersonal and to the point.

After a motion is placed before the meeting, debate is in order. Any remarks that precede the making or follow the putting to vote of a motion are not debate, and have no influence upon action.

By unanimous consent, debate may be re-opened after the affirmative vote is taken.

Members should address the chair in opening, wait for recognition, speak to the motion, and sit down when they have finished.

The chair should not invite members to speak by calling upon them by name.

On ordinary occasions, debate is most successful when unrestricted by any rules, each one speaking when and as long as she wishes.

When the time is limited, or when leaders are appointed for a formal debate, rules restricting to a certain time, and prescribing the order of speaking, are useful.

A speaker's time may be extended, but it is better to adhere to the rules.

It is better to take the vote upon the merits of the question, rather than upon the merits of the arguments.

The member recognized is entitled to the floor, but another, who thinks herself entitled to it, may claim it, and the matter is decided by vote.

A member who *yields* the floor loses the right to it. It is not discourteous to refuse to yield.

When the floor is *taken* from a speaker, she does

not lose the right to it, but resumes it when the matter which interrupted her is settled.

Special privileges, given to certain members over others, endanger the freedom of debate.

"General consent" means unanimous consent. By general consent, certain irregularities may be admitted.

CHAPTER VIII

THE PREVIOUS QUESTION, OR THE CLOSING OF DEBATE

PREVIOUS QUESTION DEFINED; USE OF THE PREVIOUS QUESTION; ITS EFFECT; DEBATE UPON IT; ILLUSTRATION; PREVIOUS QUESTION *vs.* MAIN QUESTION; ITS EFFECT UPON OTHER MOTIONS; ITS EFFECT UPON A PART OF THE MAIN QUESTION; "QUESTION! QUESTION!" CLOSING DEBATE AT A STATED TIME.

54. Previous Question Defined. The term "previous question" is a technicality that has come down to us from the English Parliament, but the use of which is very different here. With

us, the motion for the previous question is a motion "that the vote upon the main question be taken at once, without further debate." It is therefore equivalent to a motion "to close debate," and the two motions: "I move the previous question," and "I move that debate be now closed," are synonymous. Mr. Fish and Mr. Crocker recommend the simple form "that debate be now closed." But at present the form "previous question" is in general use. Societies may use either form they choose.

55. The Use of the Previous Question. It is not universally agreed that a motion to close debate should be allowed as a part of the regular procedure, — the question whether debate ought ever to be closed, until all who wish have spoken, being a moot one. In large assemblies, this motion would seem to be necessary, in order to prevent interminable debates, and it can always be voted down by the majority. In smaller assemblies, it may well be used sparingly, and should be prohibited by rule wherever there is danger of its *constant* use in choking discussion or preventing the expression of the views of the

minority. When it is not prohibited by special rule, it is parliamentary to employ it. It might be well for societies to make a rule that it shall require a two-thirds vote.[1] This would guard against the choking of debate by the vote of a bare majority. The motion to close debate, in either of its forms, is not allowed in the Senate of the United States, or in the State Senates of Massachusetts and New York; it is used in the other branch of these bodies. Any society which does not favor its use may make a special rule to the effect that "the motion for the previous question shall be prohibited in our club."

56. **Its Effect.** It has been already stated that when there are no rules limiting debate, debate is unrestricted; it continues till all have spoken who wish, or until time for adjournment, when the chair, after asking, "Are you ready for the question?" puts the motion to vote. Debate thus ceases of its own accord, so to speak. When it is desired to terminate debate and come to a decision, the call for the previous question is the method employed. The effect of this call is to close debate immedi-

[1] See Appendix.

ately upon the subject before the meeting. That is, the mere making and stating of the motion for the previous question, *before it is decided*, closes the debate upon the main question. If, when put to vote,[1] the motion for the previous question is defeated, the debate upon the subject is resumed. If the motion prevails, debate upon the main question is closed, and it is at once put to vote. The points to be remembered in regard to this motion are, *first*, that it is simply a motion to close debate and nothing more; and, *second*, that when it is moved, there come before the meeting for immediate vote, two motions, the independent motion (the main question under discussion), and the dependent motion (to close debate). A vote is to be taken upon both these motions; first, upon the previous question, and then, if this prevails, upon the main question, debate on the latter being meanwhile suspended. Of necessity, the previous question applies only to debatable motions, and it would seem proper to assume, as a general rule, that any debatable motion is open to the call for the previous question.

[1] The form for putting the question is: "Shall the main question be now put?" This means: Shall further debate be omitted and a vote taken at once?

57. Debate of the Motion for the Previous Question.[1] The motion to close debate may itself be debated for a limited time, usually fixed at ten minutes at most; or, it may be decided *by rule* to be undebatable. There is nothing to be said, except to give some reason why the main question should not then be voted upon, and this can be said very quickly. If a speaker, in debating this motion, branches off into a discussion of the main question, she is out of order, and the chair will stop her. This motion is not used in committees.

58. Illustration of the Previous Question. The Mendon Women's Club is debating the question of holding a public meeting. Miss Lovell thinks it has been debated long enough, and wishes it to come to a vote. Mrs. Paine having finished her remarks and taken her seat, Miss Lovell rises, obtains the floor in the usual way, and says: "I move the previous question." The chair says: "The previous question is moved. Shall the main question be now put?" If there is no debate (of the motion for the previous question), she goes on at once, saying: "Those in favor * * *" If there

[1] See Appendix.

is debate, this is limited, and is strictly confined to giving reasons why the main question should or should not then be voted upon. When the ten minutes are up (or before, if debate ceases), the chair says: "The limit of debate having expired, the vote will now be taken. Those in favor of the motion for the previous question will say 'Aye,' * * those opposed, 'No.' * * It is a vote, and the previous question is ordered." She then goes on without pause, and puts to vote the main question, saying: "Those in favor of the motion that the club hold a public meeting will say 'Aye' * * *" The matter is thus ended. If any one attempts to debate after the previous question is ordered, she is ruled out of order. The club having voted to come to a vote upon the main question, nothing may interpose to prevent the taking of such vote.

If the motion is lost, instead of carried, the chair will say: "It is not a vote; the motion for the previous question being lost, debate will continue." The discussion is then resumed, to go on until the previous question is moved again (which may be done any time), or until it closes by mutual consent, or by adjournment, or by some other

motion which disposes temporarily of the main question.

If the other form of the motion is used, Miss Lovell will say, instead: "I move that the debate do now close." The chair will state it in the same form, saying: "It is moved that the debate do now close. Are you ready? Those in favor * * * It is a vote, and the debate is closed." She then proceeds as above. This latter form is simpler, but not in such general use, as yet. If the form "previous question" is used, it will be well, in societies unfamiliar with its meaning, for the chair to explain its effect. She may say: "The previous question is moved. The effect of this motion is to suspend debate until it is voted that debate shall, or shall not now close; if it prevails, all debate upon the main question closes, and an immediate vote upon it follows. Shall the main question be now put?" and so on, as above.

59. **"Previous Question"** *vs.* **Main Question.** The word "previous" is a little confusing, and care should be taken that the members understand that when they are voting upon the motion for the previous question, they are not voting upon the

main question itself, but simply upon the motion to *close debate* upon the main question. *Two* votes are taken, the vote upon the previous question, and then, in case the vote for the previous question prevails, the vote upon the main question, with any attachments which may be pending, the two votes following each other, with no business intervening.

60. Effect of the Previous Question upon Other Motions. After the previous question is moved and stated, and before it is put to vote, the following action can be taken: the raising of a question of privilege, or of a question of order, *provided it strictly relates to the subject* (namely, the call for the previous question); a motion to adjourn, a motion to lay upon the table, and also, in brief, any motion relating to the *verbal* perfecting of the main question, or to the manner of taking the vote upon it. Everything must be decided without debate. After the previous question is ordered, nothing can intervene to prevent an immediate vote on the main question, unless there is "no quorum."

The motion for the previous question cannot be amended, nor can the vote upon it be reconsidered.

If the motion to close debate is carried while a motion "to postpone," or a motion "to commit" is pending, each of these is "cut off" or negatived, thereby. The reason for this is that when the assembly votes to close debate, it is a sign that they wish to come to an immediate vote, and an immediate vote would be invalidated by postponement or commitment. Pending amendments are not cut off, because they tend to perfect the main question, but debate upon them is closed, and no new ones can be admitted. The previous question, therefore, cuts off debate upon everything, and also cuts off the existence itself of the two motions to commit and to postpone. Its effect upon reconsideration is considered in *sections 77 and 82.*

61. Its Effect when Moved upon a Part of the Main Question. There is a conflict of authorities as to whether the previous question can be moved upon *a part* of the main question, one opinion being that whenever moved, it closes debate upon the *whole* subject, and that therefore it cannot be moved upon a part of it. In reply, it might be said (in general) that, of necessity, the only motions upon which the previous question can

be moved are debatable ones, and since the only important debatable motions that are a part of other motions are those to postpone, to commit, to amend, and to postpone indefinitely, it is chiefly in regard to those that the doubt arises. Can one move the previous question upon an amendment, or upon a motion to commit, to postpone, or to postpone indefinitely, and have it apply simply to that? That is, can a member say: "I move the previous question upon the motion to commit," for instance, and not have that motion apply to the main question also?

There seems to be no good reason why debate cannot be closed upon a motion to commit or to postpone, or (especially) upon a much-debated amendment, distinct from the main question. There is certainly necessity for it, if the motion is long discussed; and there is no hardship attendant upon it. For these reasons, the following practice is recommended: the previous question may be moved upon the motions to postpone, to commit, and to postpone indefinitely, and upon an amendment or its secondary; also upon appeals. If, after it is moved on the part, it is also moved upon

the main question, — the two motions being pending at once, — the motion to close debate on the main question is put first. If a motion to close debate on the main question were made *first*, one to close debate on a part could not then be made.

When the motion to close debate on a part of a question is made, it must be definitely so stated. It will then be, "I move the previous question upon the amendment," etc., instead of simply, "I move the previous question." If made and carried, the *part* affected is put to vote at once, and then debate goes on upon the rest of the subject.

62. **"Question! Question!"** The calling out of "question" from members while seated, is not equivalent to the motion for the previous question. Like the calls "By the chair," and "From the floor," in nominating officers, it need not be heeded by the chair. See footnote to page 14. The chair may, however, by general consent, consider such a call as an indication that the assembly is ready to vote, and say: "Are you ready for the question?" and then put it to vote. But she is not obliged to do so, and may allow

debate to continue in spite of it. One who wishes to have the debate close would better properly obtain the floor, and make the regular motion for the previous question.

63. Closing Debate at a Stated Time. Besides the motion for the previous question (which is a motion to close debate at once), there is the motion to close debate at some stated future time. This is the same as any other motion, except that it may be made when another is pending. It is better to make it, if possible, before the debate begins, but it may be made during the debate. Its use is to prevent an undue, and at the same time to secure a sufficient, debate. The form of this motion is as follows: "I move that debate upon this motion shall close at four o'clock." This is debated for a limited time, amended as to the hour perhaps, and put to vote. If carried, when the time comes, debate ceases, and the subject is voted upon. If more debate is desired by the majority, it may be reconsidered, in common with most other motions, and debate be continued.

Those who wish to study the previous question further are recommended to read Cushing's manual,

paragraphs 63–66 and 170; Warrington's manual, sections 53–60; Crocker's Parliamentary Procedure, sections 55–58; and Fish's Guide to the Conduct of Meetings, pp. 87–90.

SUMMARY

The motion "for the previous question" and the motion "to close debate" are synonymous.

The previous question is moved when it is desired by the mover to close debate at once upon the subject before the meeting.

When it is not prohibited by special rule, it is parliamentary to use the previous question in order to shut off debate.

The effect of the motion for the previous question is to suspend debate upon the main question until the vote upon the previous question is taken.

If the motion for the previous question prevails, the main question is brought to an immediate vote, without further debate.

If it is lost, debate upon the main question is resumed.

As a general rule, motions that are debatable may have the previous question moved upon them.

The moving of the previous question cuts off debate upon the main question, but may itself be debated for a time not exceeding ten minutes.

When the motion to close debate is made, two motions are brought before the meeting: one upon the previous question (or motion to close debate), and one upon the main question (or subject under discussion).

After the previous question is called for, and before it is put to vote, any of the few motions that may supervene must be decided without debate. New amendments are cut off, also pending motions to postpone and to commit. Motions to adjourn and to table, questions of privilege and of order, and motions regarding the verbal perfecting of the measure and the manner of voting, are the only things admissible.

If the previous question is moved upon an amendment or upon any debatable dependent motion, the vote is taken upon the dependent question and not upon the main question. The mover of such a motion must distinctly state *upon what* she wishes debate to close. The simple motion "for the previous question" closes debate upon, and brings to a vote the *main question* itself.

The calling of "Question, question" is not the motion for the previous question, and need have no effect in closing debate or compelling a vote.

A motion to close debate at some stated future time is a useful means for limiting debate within fair limits. It is better to make it before the debating begins.

CHAPTER IX

VOTING

FORM FOR PUTTING A MOTION TO VOTE; RAISING OF HANDS AND RISING; "THE USUAL MANNER;" BOTH SIDES TO BE PUT; DOUBTING THE VOTE; TIES; THE CHAIR'S PREROGATIVE IN CASE OF TIES; RIGHT OF THE CHAIR TO VOTE AT ALL TIMES; THE ROLL-CALL; VOTING BY BALLOT; DECISION BY LESS OR MORE THAN A MAJORITY.

64. Form for Putting a Motion to Vote. The formula for voting has already been given in chapter five, it being inseparable from the motion itself; but it may well be repeated. After discussion has closed, the chair, rising, repeats the motion, and

puts it to vote as follows: "The motion is that our club hold a public meeting. All those in favor will say 'Aye' [*the ayes respond*]; those opposed, 'No' [*the noes respond*]. It is a vote." Or, "The ayes have it," or "the motion is carried." If the noes are in the majority, she will say: "The noes have it," or "the motion is lost." This last utterance of the chair is called "declaring the vote," and this "declaration" decides the matter. This method is called the *vivâ voce* vote.

If no one responds at all, on either side, by general consent the motion is presumed to be carried, the supposition being that all who do not take the trouble to oppose are in favor. It is better to insist upon an expression in such a case, and to take another vote, the chair having the power to order the ayes and noes to be taken again.[1]

65. Raising of Hands and Rising. A vote may also be taken by a raising of the right hand or by standing. The *vivâ voce* vote is shortest and simplest, and therefore the best for ordinary occasions. When a *count* is desirable, one of these

[1] See Appendix.

A690518

other methods is employed. The chair will then say: "Those in favor will raise the right hand," or, "rise and stand until counted." The affirmatives will then respond in the manner indicated; the secretary (or two "tellers" appointed by the chair) will count them, and give the result to the chair. The negative side will then be put in the same way, the chair finally declaring the vote as follows: "Fifteen have voted in the affirmative, and twenty-five in the negative. The motion is lost." Only those who vote are counted.

66. **"The Usual Manner."** Whichever of these methods of voting is used, it is the place of the chair to indicate it, in asking for the vote. That is, she will say: "Those in favor will say 'Aye'" (or "will rise," etc.) and *not* say: "All those in favor will manifest it in the usual manner." There is no "usual manner," and when this phrase is used, an assembly will not know definitely what to do. Some say "Aye" (that being their "usual manner"), while others raise the hand (that being their "usual manner"), and uncertainty ensues. Even in a permanent society, where the members attend regularly and have one

way of responding, it is better for the president to indicate the manner for each vote to be taken; and in a temporary or a mixed assembly, it is absolutely necessary so to do.

67. Both Sides to be Put. The vote is not decided until *both sides* have been put and the chair has declared the result. If only the affirmative is put, or if, both sides having been put, the vote is not declared, it is not properly finished, nor legally binding. An inexperienced chairman is quite apt to forget this, and to put the vote thus: "Those in favor will say 'Aye;' it is a vote;" or again: "Those in favor will say 'Aye;' those opposed, 'No;'" leaving out the declaration. The motion is correctly put when the following order is observed: 1, The chair asks for the affirmative vote; 2, The affirmatives respond; 3, The chair asks for the negative vote; 4, The negatives respond; 5, The chair declares the result.

68. Doubting the Vote. When those in favor and those opposed are nearly or quite equal in number, there is apt to be a doubt as to the result of a *vivâ voce* vote. After both sides have responded, if the chair cannot tell which is in the

majority, she says: "The chair is in doubt. Will those in favor of the motion rise and stand until counted?" The proceedings then follow the course described in *section 65*.

Furthermore, in case a member does not agree with the chair's declaration, that member may "doubt the vote." *Illustration:* a motion having been put to vote, and the chair (believing that there are more ayes than noes) having declared "It is a vote," Mrs. Robbins, who thinks there are, or may be, more noes than ayes, rises, and, without waiting for recognition, says: "Mrs. President, I doubt the vote." She then sits, and the chair says: "The vote is doubted; those in favor will rise and stand until counted," and so on, as in *section 65*.

Instead of asking the members to stand, the president may ask for a show of hands, but the rising vote is less liable to mistake. In a very large audience, the voters may be asked to divide into two parties, one going to the right, and the other to the left side of the hall. It is obvious that this clumsy method is not desirable except in extreme cases, and in temporary meetings. In

large, permanent organizations, with a list of members, when a vote is doubted, the roll-call, or what is called in legislatures, "the yeas and nays," is the proper method to employ, unless the simple rising vote prove sufficient.

If a *vivâ voce* vote is not doubted, it stands as declared by the chair, even if it be afterward ascertained to be wrong, the supposition being that, if they do not at once doubt it, the members acquiesce in the chair's decision.

69. Ties. When those who have voted in the affirmative and those who have voted in the negative are exactly equal in number, there is said to be "a tie." In this case, one side exactly neutralizes the other, and the motion is therefore defeated. The reason why a tie defeats is because a majority is necessary to carry a motion, and a tie is one less than a majority. It defeats simply because it does not carry. *See section 155* for an exception.[1]

70. The Chair's Prerogative. When there is a tie vote, it becomes the prerogative of the pre-

[1] Voting by proxy is never permissible except when specially authorized by the rules of the society in question.

siding officer (if she has not voted already) to vote, and thus determine the result. This she is not obliged to do, however, and if she does not, the tie remains and the measure is lost. If she is in favor of the motion, she will, in declaring the vote, announce as follows: "Twenty have voted in the affirmative, and twenty in the negative; the chair is to be counted in the affirmative, and the motion is carried." If she is opposed, she will say: "Twenty have voted in the affirmative, and twenty in the negative. The measure is lost." Or, she may say: "The chair is to be counted in the negative, and the measure is lost," using her own option as to whether she will vote and make a majority, or allow the motion to fail by a tie alone, the result being the same in either case. The only advantage in the latter method is that she shows the courage of her convictions.

The chair may also *vote to make a tie*, and thus defeat a motion. If twenty have voted in favor, and nineteen against, and the chair wishes to defeat the motion, she will say, in declaring the vote: "Twenty have voted in the affirmative and

nineteen in the negative; the chair votes with the negative, and the motion is lost."

71. **Right of the Chair to Vote.** The president, being a member of the assembly, has the same right to express her choice and to be counted as has every other member. This right is seldom exercised except in case of a tie, but it exists, the only exception being when the presiding officer is not a member, as in the case of the Vice-President of the United States, who, as President of the Senate, has no vote unless the Senate be equally divided. The President *pro tempore* of the U. S. Senate is a member, and entitled to vote.

Where the roll-call is used, the presiding officer's name is called in turn, with those of the other members, and she responds or not. If she does respond, and the vote is a tie, she cannot vote again, for no one is entitled to two votes. If she does not respond, and there is a tie, she will, in declaring the vote, declare her own vote in the manner already shown.

72. **The Roll-Call.** The *viva voce* and the rising vote, the show of hands and the division into two groups, have already been explained.

The roll-call, unlike these others, is not employed at the option of the chair, but by a motion and vote. In cases where it is desirable to secure a record of votes in order to know where persons stand upon a certain measure, the yeas and nays are useful and necessary. And since it might be difficult to secure a majority vote in favor of having the roll called, it is usually provided by rule that a small proportion of the members present (say one-fifth) shall have a right to demand it. This provision is almost universal in deliberative bodies, and is recommended for all permanent societies.

When the time comes for the vote to be taken, or at any time previous, any member who wishes a record of votes, obtains the floor in the usual way, and moves: "That when the vote is taken, it be taken by yeas and nays." This motion is put to vote without debate, and if one-fifth of those present vote in the affirmative, the chair declares: "One-fifth having voted in the affirmative, the yeas and nays are ordered." The secretary, or clerk, then rises, takes the alphabetical list, and calls off each name, slowly and clearly, speaking it a second time (but not a third) if the

person does not respond at first. Each member, as her name is called, answers "*Yes*"[1] or "*No*" (not "Yea" and "Nay"), the clerk marking each name with a cross or other symbol, and indicating in some way which are yeas and which nays. A good way is to mark the yeas on the right of the name, and the nays on the left, and then they will be all ready to count in columns. The votes are then counted by the secretary,[2] and the result announced in the same way as in declaring the rising vote. This is called "taking the yeas and nays," not "the ayes and noes."

73. **Voting by Ballot.** When secrecy is desired, a vote is taken by ballot. This method has already been explained in *section 14*. It is a long and slow process, desirable chiefly in elections to membership and to office, and in securing an expression of opinion upon questions where members are prevented, for personal reasons, from debating and voting openly. A motion for a ballot is made and put to vote like any ordinary motion, and is decided by the majority.

[1] In distinction from *viva voce* voting, where the response is "Aye."

[2] An experienced clerk will sometimes count as she goes along, marking 1, 2, 3, 4, against the names on each side, as they respond.

74. Deciding by Less or More than a Majority. It is the general rule that a majority, for or against, decides a vote; and this is true in all except a few cases. Only one-fifth of those present is required for the calling of the yeas and nays; in amending a constitution, and in expulsion of members, a two-thirds vote, and in suspension of rules a unanimous vote, should be required. Any other matter, the carrying of which by a bare majority would work hardship, should be protected by a rule requiring a larger vote; such rule could be inserted in the by-laws. A two-thirds vote means two-thirds of those *voting*.

SUMMARY

The three ordinary ways of voting are by responding "Aye" and "No" (called a *vivâ voce* vote), by raising the right hand, and by rising. If no one responds on either side, the motion is presumed to be carried.

Whichever method is employed, the chair should indicate it in putting the motion to vote. She should not say: "Manifest it in the usual manner."

In putting to vote, both the affirmative and the negative sides must be put, and the result must be declared by the chair.

Any *vivâ voce* vote may be doubted, either by the chair or by a member. When doubted, the sense of the meeting is taken again by a rising vote, or by some other method which secures a count.

A tie vote is one in which both sides are equal in number. A tie defeats the motion.

In case of a tie, the chair may vote in the affirmative, thus *carrying* the motion; or she may vote in the negative, or not vote at all, thus refusing to break the tie, and *defeating* the motion. She may also vote so as to make a tie.

The chairman, when a member, may always vote, but usually will not, except in case of a tie.

If one-fifth of those present desire it, a vote may be taken by the roll-call of members. They then respond "Yes" or "No."

Where secrecy is desired, voting by written or printed ballot is employed.

Motions are usually decided by the majority. More or less than a majority may decide certain

questions, and each society will adopt its own special rules on these matters.

Motions relating to the manner of taking the vote are undebatable, and not amendable.

CHAPTER X

RECONSIDERATION OF VOTES

RECONSIDERATION DEFINED; NATURE OF THE MOTION TO RECONSIDER; ITS EFFECT; TECHNICAL RECONSIDERATION; WHEN THE MOTION TO RECONSIDER IS MADE; WHO MAY MAKE IT; A POSSIBLE COMPROMISE OF CONFLICTING OPINIONS; DEBATE UPON RECONSIDERATION; THE "PREVAILING SIDE;" ILLUSTRATION; VOTES THAT CANNOT BE RECONSIDERED; THIS MOTION TO BE SPARINGLY EMPLOYED.

75. Reconsideration Defined. After the vote has been taken upon a motion, and that motion is carried, or lost, the general rule is that the matter is ended. It is supposable, however, that members may change their minds, and wish to change their

votes, and, in order to provide for this, parliamentary practice admits of what is called "the motion to reconsider." As its name implies, this is a motion to *consider again*, and its legitimate use is to prevent or reverse hasty or ill-considered action.

76. Nature of the Motion to Reconsider. The motion to reconsider is a motion to reconsider *a vote*, and not to reconsider *a motion*. It is applied to a question after the vote upon it has been taken, and its object is to "reconsider," or take again, such vote.

77. Its Effect. The effect of this motion, *if it prevails*, is to place again before the meeting the subject (the vote upon which has been reconsidered), in precisely the same condition as if the vote had never been passed. It cancels the vote, and re-opens the topic for discussion. Debate is resumed (this is true whether the previous question had been moved upon the vote or not), the question is re-opened for any and all action, and is finally voted on again.

The effect of this motion, *if it is lost*, is to deny the re-opening of the subject, and to clinch or reaffirm the vote upon it; in short, it *closes the matter*,

finally, and for good; for it is a parliamentary principle that *no vote can be twice reconsidered.* This means that only one motion to reconsider can be made in reference to any one vote. Whether the motion prevails or not, it cannot be repeated; having been once reconsidered, the vote stands. A measure thus twice considered is decided *for that club year*, and it cannot again be brought up, except by unanimous consent, until the next club year. *See section 86.*

78. **Technical Reconsideration.** In consequence of the effect of the motion to reconsider when defeated, there has grown into use another kind of reconsideration, the *object* of which is directly opposite to that of genuine reconsideration, though its effect is the same. While a genuine motion to reconsider is made in good faith, for the purpose of gaining fresh discussion and another vote, the technical or disingenuous motion to reconsider is made for the purpose of preventing fresh discussion, by closing the matter at once.

In other words, it checkmates a possible genuine reconsideration by clinching the vote, and thus

closing the matter for good. Unlike the genuine motion, which, in common with other motions, is made by a person who wishes it to pass, this motion is made by one who wishes it to be defeated, and desires the matter not to be really reconsidered, but to be ended. A member of the party which has carried or defeated a measure will make a motion to reconsider immediately after the vote has passed; her constituents will then join with her to defeat it, and thus, by denying the reconsideration, clinch the vote and secure at once their object, safe from reversal.

79. **When the Motion to Reconsider is Made.** This motion is made only at the same session, or at the session following the one, at which the vote it relates to was taken.[1] If made at the same session, it may be considered at once, or put in the order of business for the succeeding session; if made at the second session, it is considered at once. It does not follow, however, in either case, that the measure shall be at once decided. If the motion prevails, and the matter is re-opened, it is subject to postponement, as

[1] See Appendix.

well as to any and all other action. If the motion is lost, that decides the measure finally.

80. Who May Move to Reconsider. In one important respect, the motion to reconsider differs from other motions. Other motions may be made by any member of the meeting, while this particular motion may be made *only by a member who voted with the prevailing side.* The chief reason for this restriction is that after a matter is decided, it is not fair to the party which has decided it, that they should be made liable to the danger of a reconsideration when they may be deficient in numbers. A member of the defeated side would naturally wish to get another vote, and be ready to move a reconsideration when the prevailing side was weak. It seems fair, therefore, that only a member of the successful party shall have this privilege. Furthermore, if there is some good reason for re-opening a question, it will be easy for the minority to persuade a member of the prevailing party to move to reconsider, for the sake of fairness. The rule is therefore a good one, because it works fairly for both sides. In voting *by ballot,* however, it cannot be enforced.

The general supposition is that every question is fully discussed and fairly voted upon in the first place, and that only for some excellent reason should it be re-opened. Restrictions are for protection, and to guard against surprises. This restriction prevails generally in legislatures and large assemblies; it seems to the author to be a correct principle, supported by reason and justice, and it is therefore recommended. If thought undesirable by any society, however, a special rule may be adopted to the effect that the motion to reconsider may be made by any member. It should be added also, that certain authorities teach that, *in absence of a special rule*, any member may move to reconsider, whether of the prevailing side or not. Like all other parliamentary rules which are not yet so firmly established as to become absolutely binding, this rule may be adopted or not, and any society, in deciding the matter, will follow the authority it adopts as its guide; or it may make special rules for itself. There is a conflict of opinions upon it.

81. A Possible Compromise of Conflicting Opinions. A compromise between these two methods seems to the writer to be desirable; and in

the hope that some such compromise may ultimately be adopted to take their place, the following is suggested as a good rule: *a motion to reconsider, when made at the same meeting at which the vote is taken, may be moved by any member; when made at the succeeding meeting, it may be made only by a member of the prevailing side.* This would guard against surprise at the succeeding meeting, and, at the same time, make possible the introduction of new arguments at the time. The necessity for these could be shown in the debate upon the motion to reconsider. Any organization which favors this "compromise" can adopt it by special rule, and act accordingly.

82. **Debate upon Reconsideration.** The debate upon this motion, like the debate upon the previous question, is limited as to time, not exceeding ten minutes, the obvious reason being that there will be little to say except to give reasons why more debate is needed, and these can be given very quickly. If the debate encroaches upon the main question, the speaker is called to order. It is also true that the previous question may be ordered upon the motion to reconsider, as upon all other inde-

pendent motions, thus cutting off all debate whatever. If this is done, it is a pretty sure indication that the majority do not wish to hear any more, and have made up their minds not to reconsider.

83. The "Prevailing Side." The "prevailing side" is not necessarily the affirmative side or the majority. If the motion or proposition is defeated, it is one of the negative voters who is of the prevailing side, and who may move the reconsideration. In the case of a two-thirds vote being necessary to carry a measure, if the measure is defeated, it is one of the minority who is of the prevailing side. In case of a tie vote, one of those who voted "No" is of the prevailing side, and where a unanimous vote is necessary, and is not secured, one who prevented unanimity is of the prevailing side; even if it be but one person, she alone can move the reconsideration. The prevailing side is the side that wins.

84. Illustration of Reconsideration. The Mendon Women's Club has passed the motion "that the club hold a public meeting." The vote has been regularly taken and recorded, and presumably the matter is ended. Mrs. Allen thinks that

the matter has been hastily decided, or wishes to give some reasons why the project is not feasible at that time. Either at the same meeting or at the following one, she obtains the floor, and says: "Mrs. President, I move a reconsideration of the vote by which our club has voted to hold a public meeting." She then sits, and the president says: "A reconsideration can be moved only by a member of the prevailing side. If Mrs. Allen voted for this measure, the motion is in order; otherwise not." Then, if a yea and nay vote had been taken, the record is scanned to see if Mrs. Allen was on the prevailing side. If there is no recorded vote by names, Mrs. Allen will reply: "I voted with the prevailing side," or, "I did not vote with the prevailing side," as the case may be. If she did not, her motion is not in order, and unless some member of the prevailing side, out of courtesy for her, renews the motion for her, it is not stated by the chair. It would be still better for Mrs. Allen to say: "Mrs. President, I voted with the prevailing side upon (so and so), and I now move a reconsideration of that vote."

If Mrs. Allen voted with the prevailing side, the chair says: "A motion is made to reconsider

the vote whereby the club decided to hold a public meeting. Are you ready? [*A limited debate may follow, confined strictly to giving reasons why the question should or should not be re-opened for debate.*] Those in favor of reconsideration will say 'Aye;' * * those opposed, 'No.' * * It is a vote. The vote is reconsidered and the subject is again before you for discussion." If the noes are in the majority, the chair will say instead: "It is not a vote. The motion to reconsider is lost, and the vote to hold a public meeting stands."

85. Votes that Cannot be Reconsidered. Votes upon the following motions, whether decided affirmatively or negatively, cannot be reconsidered at all: to adjourn, to lay upon the table, for the previous question, to commit (after the committee has gone to work), to reconsider; also, appeals, elections, and ballots. Of course, no vote can be reconsidered which has been *acted upon*.

86. Reconsideration to be Sparingly Employed. Mr. Fish, in his "Guide to the Conduct of Meetings," says: "The motion to reconsider is of American origin, and is properly used only when the object cannot be attained in any other

way." It is best, in other words, to do all the debating that is necessary before the vote is taken, and to consider every question fully and fairly, so that there will be no excuse for reconsideration. If this is done, there will be little need for reconsideration; it will then be employed only in emergencies, and therefore, as has been said, the motion may well be restricted to the prevailing side.

Akin to the motion "to reconsider" is the motion "to rescind;" indeed, the two terms are sometimes used synonymously. More properly, "to reconsider" means: to consider again with a view to more careful action and another vote on the question, while "to rescind" means: to reverse, or finally cancel certain action previously taken. The former motion is subject to the restrictions already noted, and when it prevails it simply re-opens the question, which is then voted upon again — thus involving two votes. The latter is an independent motion, may be made by any one, and when it prevails, is conclusive, without a second vote upon the question to be rescinded. In short, the former re-opens the matter to the action of the meeting, while the latter does not.

It is obvious that the restrictions put upon the motion to reconsider cannot be evaded by a motion to rescind, otherwise the protection secured by these restrictions would be of no avail. Such an evasion would be unfair. It follows that after the time has expired within which a matter can be reconsidered, it cannot be re-opened by a motion "to rescind." But, since no rule must be so strict as to leave no loophole of escape, it is provided that action taken in *one* club year can be rescinded the *next* club year. And further, that, by *unanimous consent*, there may be a motion to reconsider after the time has expired, or after there has been already one such motion.

The motion to reconsider is decided by a majority vote, whether the matter upon which it is moved required a majority, or more or less than a majority. The motion to rescind requires the same vote as did the subject it is proposed to rescind.

Form for rescinding: —

"I move to rescind the action taken on (date) in regard to (repeating the subject-matter)." This is debated and voted upon. If it prevails, the

but, since minds differ as to what is better, the real practice of amending is to alter in any way, even if thereby the purpose of the measure or the intent of the mover is contradicted.[1]

88. Amendments Must be Germane. There is one restriction upon amendment. Any proposed change must be "germane," or relevant, to the original measure. No matter how hostile it may be; if it is germane, it is permissible. But if it is on a different *subject*, it is ruled out of order, either by the chair or by a point of order, as "not germane." An amendment also must not be "obviously trivial," or foolish. *Illustrations:* The Mendon Women's Club has under consideration a motion "That the treasurer be instructed to ascertain the price of the several halls in town, with a view to securing a permanent place of meeting for the club." Mrs. Burns moves to amend by striking out the words "the treasurer" and inserting the words "the president;" or, to amend by adding, after the word "halls," the words "and vestries;" or, to amend by striking out all after the word "instructed" and inserting instead, the

[1] See Appendix.

words "to hire a hall for a permanent place of meeting." All these are relevant amendments, though, as will be seen, they change the intent of the original motion. But suppose Mrs. Burns should move to amend by striking out the words: "a permanent place of meeting for the club," and inserting the words: "a place for a public entertainment;" this would be irrelevant and would be ruled out of order as "not germane," because it is an entirely different question. The chair would say: "The motion of Mrs. Burns to amend by inserting the words 'a place for a public entertainment,' instead of the words 'a permanent place of meeting' is out of order, the proposed amendment not being germane to the subject under consideration, which is the finding of a place for our regular meetings and not the holding of an entertainment."

Again, if Mrs. Burns had moved that the word "Vermont" be inserted in place of the word "town," this would be ruled out of order as "obviously trivial." The general practice in regard to this matter is thus concisely stated in the rule of the United States House of Representatives:

"No motion or proposition on a subject different from that under consideration shall be admitted under color of amendment," and Warrington adds: "A member who offers a proposition in good faith is entitled to a vote upon it unembarrassed by other *subjects*, though he must submit to hostile amendments on the same general subject." There is no hardship in admitting amendments which change the intent of the motion, for "the assembly is supposed to know what it wants, and will reject them if it desires to do so."

89. **Effect of a Motion to Amend.** The effect of an offered amendment is to place two motions before the assembly, the motion to amend and the main question. And, *since a question must be perfected before it is put to vote*, the amendment is first considered and voted upon; and then, when that is decided, the main question, "as amended," is discussed and voted upon.

Illustration: The motion in *section 68* being under consideration, Mrs. Paine obtains the floor and says: "I move to amend by inserting, after the word 'halls,' the words 'and vestries.'" The chair says: "You hear the motion to insert the

words 'and vestries,' after the word 'halls,' so that the motion would read: that the treasurer is instructed to learn the price of the several halls and vestries, etc." Debate follows, *upon the amendment only*, and it is then put to vote, like any other motion. If it is adopted, the words "and vestries" become a part of the main question, and when the vote is finally taken upon that, the chair will say: "The question is now upon the original motion as amended. The motion is as follows." [*She repeats it in its present form, with whatever amendments have been incorporated in it, and then puts it to vote.*]

90. Primary and Secondary Amendment. Besides the one amendment, there may also be offered *an amendment to an amendment;* that is, a modification of the amendment may be proposed, which bears the same relation to it, as it, in turn, bears to the main question. In this case, the former may be called the "primary," and the latter the "secondary" amendment. The former is an amendment to the original motion; the latter is an amendment to the amendment, and, through it, to the original motion. The secondary amendment is first

decided (because the primary amendment, before being voted upon, is to be perfected), and the vote is then taken upon "the amendment as amended." There are thus three motions to be put to vote: 1. The vote on the secondary; 2. The vote on the primary; 3. The vote on the perfected main question.

This is as far as the amending can go; there can be no amendment to an amendment to an amendment, because confusion would result.

After one amendment is decided upon, whether it be adopted or defeated, another may be offered, then another, and another, and so on. This is true of both the primary and the secondary amendment. The reason for this is because after the amendment is voted upon, there remains only the one question (or the two in case of the secondary) before the meeting, and the restriction in regard to amending extends only to *forbidding more than three motions at a time:* 1. The original; 2. The primary amendment; 3. The secondary amendment. Therefore, as soon as one secondary is disposed of, the way is left open for another, and so on. The principle is that *an amendment, if adopted, becomes an integral part of the*

motion to which it relates, which motion then takes on the new form, and is considered in the new form as if it were that originally; one amendment with its secondaries being disposed of, another may be moved and then another, until the original motion is in the form desired by the majority; and then it is put to vote.

91. Illustration of Primary and Secondary Amendment.[1] The Mendon Women's Club has under consideration the motion "that the club establish a library of books and magazines for the use of the members." The chair has placed the motion before the club, and it has been discussed. Mrs. Robbins wishes to offer an amendment, and the following process is followed:—

Mrs. Robbins (*rising*). Mrs. President.

The Chair (*rising*). Mrs. Robbins.

Mrs. Robbins. I move to amend this motion by inserting the word "newspapers" after the word "magazines"[2] (*sits*).

The Chair. You hear the motion of Mrs. Robbins; to insert the word "newspapers" after the word

[1] See Appendix.

[2] It is to be noted that she says "the word newspapers," and not simply "newspapers."

different part of the main question. But in inexperienced societies, it is better to observe the general practice of admitting only one at a time, acting upon that, and then admitting others, one by one. Mr. Crocker well expresses this practice in the following words: "When an amendment is pending, another amendment cannot be entertained unless such subsequent amendment is an amendment to the pending amendment."

Illustration: In the motion quoted above, in *section 91,* Mrs. Robbins, having moved to amend by inserting the word "newspapers," and that motion being before the meeting, Miss Lovell moves to amend by striking out the word "members," and inserting the word "public." The chair will say, in this case: "Only one amendment can be considered at a time. Miss Lovell's motion is not now in order, the question being upon Mrs. Robbins's motion, which must first be decided." Miss Lovell's motion introduced a new proposition, which, not being "an amendment to the pending amendment," is not then in order.

93. **Giving Notice.** When one wishes to offer an amendment which is not then in order, she

may "give notice" that she intends so to do when there is opportunity. This will prepare the way for her motion; and the assembly, thus notified, may vote differently upon the matter before them.

Illustration: Miss Lovell having made the motion, as in *section 92*, and the chair having ruled it out of order, Miss Lovell may proceed to say: "I desire to give notice, then, that at the proper time I shall move to insert the word 'public' in place of the word 'members.'" She then sits, the consideration of Mrs. Robbins's motion proceeds, and when that is decided, Miss Lovell obtains the floor and offers her amendment, the way being now clear.

This method of giving notice is specially valuable when one secondary amendment has been offered, and some one wishes to offer another. The latter, being out of order till the former is voted upon, notice of it will often change the vote upon the former. For example, suppose Miss Lovell wishes to have the word "daily" inserted, instead of the word "weekly," before the word "newspapers." (*See section 91.*) She cannot make

that as a motion, because already a primary and a secondary amendment are under consideration. But she may give notice, saying: "I desire to give notice that if the motion to insert the word 'weekly' is rejected, I shall move to insert the word 'daily,'" thus giving a hint to any others who may prefer "daily," that they may vote against "weekly."

94. **Accepting the Amendment.** The simplest way of disposing of an amendment is for the mover of the original proposition to "accept" any amendment proposed by another person. When this is done, the amendment becomes a part of the motion, as if the mover had originally included it, and is not separately voted upon. A secondary amendment may also be accepted by the mover of a primary amendment. Of course the mover will accept an amendment only when she favors it. If she disapproves of it, she simply remains silent, and the amendment takes its proper course as a separate proposition, succeeding or failing on its own merits. It is better for the chair not to ask if the amendment is accepted, but to leave the mover free.

Illustration: The motion in regard to the library of books and magazines (*see section 91*) being before the club, Mrs. Burns moves ' to amend by inserting the word 'newspapers' after the word 'magazines.'" During the discussion, Mrs. Packard moves "to amend the amendment by inserting the word 'weekly' before the word 'newspapers.'" Mrs. Burns, if she favors this, may rise and say: "Mrs. President, I accept the amendment." The motion then before the meeting becomes: "to amend by inserting the words 'weekly newspapers,'" and as such it is stated by the chair and voted upon. The same is true of a primary amendment, as well as of a secondary, the only restriction being that a motion, or an amendment to it, does not "belong" to the mover for this purpose, after it has been changed in any way. If, for instance, Mrs. Burns's motion to amend by inserting "newspapers" had been further amended by adding "pamphlets," it would no longer be in her power to accept Mrs. Packard's motion to insert "weekly," the motion having passed out of Mrs. Burns's hands and being solely in the hands of the assembly itself.

SUMMARY

An amendment is any change *in meaning* which is proposed to the question under discussion.

It may alter the proposition in any way, provided it is "germane," or relevant, to it.

The effect of a motion to amend is to place two motions before the meeting, the motion to amend and the motion to be amended.

The amendment is considered and voted upon first; the vote is then taken on the "motion as amended."

"Besides the amendment to the motion, there may be also an amendment to the amendment. These are then called the "primary" and the "secondary" amendment.

The secondary amendment is decided first; the vote is then taken upon the "amendment as amended," and lastly, upon the "motion as amended."

There can be no tertiary amendment.

After one amendment, either primary or secondary, is decided, another may be offered, and so on.

An amendment, when adopted, becomes an integral part of the motion.

One amendment, with its secondaries, is disposed of before another is entertained.

"Notice" of other amendments may be given while one is pending.

The mover of the original motion may "accept" an amendment; it then becomes a part of her motion. The same is true of a secondary amendment.

Failure to accept an amendment does not defeat the amendment.

CHAPTER XII

WAYS TO AMEND A PROPOSITION

THE THREE WAYS OF AMENDING; FORMS FOR STATING THE QUESTION; THE METHOD BY INSERTING; EFFECT OF A NEGATIVE VOTE ON INSERTION; A CHANGE IN MEANING NECESSARY; THE METHOD BY STRIKING OUT; EFFECT OF A NEGATIVE VOTE ON STRIKING OUT; FORM FOR PUTTING TO VOTE; REJECTED WORDS IN A DIFFERENT PLACE; THE WORD "NOT"; THE METHOD BY STRIKING OUT AND INSERTING; EFFECT OF A NEGATIVE VOTE ON STRIKING OUT AND INSERTING; SUBSTITUTION.

95. The Three Ways of Amending. A motion may be made to amend a motion, or proposition, in three ways: 1. By inserting words; 2. By striking out words; 3. By striking out words and inserting other words in their place.

Illustrations: 1. *Inserting.* The motion "that the club establish a library of books and magazines for the use of the members" being under discus-

sion, Mrs. Ellis moves "to amend by inserting the word 'circulating' before the word 'library';" or, "to amend by inserting the words 'and their friends' after the word 'members';" or, "to amend by inserting the word 'newspapers' after the word 'magazines.'" 2. *Striking Out.* In the same matter, Miss Sawyer moves "to amend the motion by striking out the words 'and magazines,'" or, "to amend by striking out the words 'for the use of the members.'" 3. *Striking Out and Inserting.* Mrs. Paine moves "to amend by striking out the words 'the members' and inserting the words 'the public';" or, "to amend by striking out the words 'books and magazines,' and inserting the words 'periodicals and newspapers.'" Each of these is a primary amendment, and each may be amended secondarily, one at a time.

96. **Forms for Stating the Question.** The chair, in putting an amendment to vote, not only repeats the amendment, but also states how the question will stand if amended. The three forms are as follows: 1. "It is moved to amend by inserting the words —— after the words ——, so that the motion would read ——." 2. "It is

moved to strike out after the word —— the words ——, so that the motion would read ——." 3. "It is moved to strike out the words ——, and insert in their place the words ——, so that the motion would read ——."

97. **The Method by Inserting.** Any words relevant to the subject may be inserted by a majority vote. Once inserted, the same identical words, or a part of them, cannot afterward be stricken out, except by a reconsideration, the rule being, that *the same matter cannot twice be acted upon.* But, certain words having once been inserted, other words may be added to them by another amendment; and then the whole can be stricken out by still another motion to amend.

Illustration: The motion "that the club establish a library of books and magazines for the use of the members" being under consideration, the following action takes place: —

Mrs. Paine (after obtaining the floor), I move to insert the word "circulating" before the word "library."

The Chair. You hear the motion of Mrs. Paine, to insert the word "circulating," before the word

"library," so that the motion would read: "that the club establish a *circulating* library," etc. Are you ready for the question? * * * Those in favor will say "Aye." * * * Those opposed, "No." * * * It is a vote. Are there any further amendments?

Mrs. Robbins (*after obtaining the floor*), I move to insert the word "free" before the word "circulating," so that it would read: "free circulating library for the use of the members."

The Chair. You hear the motion: to amend by inserting the word "free," so that the motion before you would read as follows: [*she repeats it.*] Those in favor * * * It is carried.

Mrs. Robbins. I now move to strike out the words "free circulating" before the word "library." [*The chair repeats and puts this motion to vote.*]

The object of Mrs. Robbins in making her two motions was to get another vote upon Mrs. Paine's amendment to insert the word "circulating," with a view to defeating it. The amendment having once been carried could not be voted upon again, except by a reconsideration; and the result of this might be uncertain. Mrs. Robbins therefore secured another vote, and so another chance of defeating it, by

volves that of the other. The same rules apply. Any words may be stricken out; but the same matter, or a part of it, having once been stricken out, cannot be added again except by reconsideration. The words stricken out, or a part of them, can afterward be added *provided* other material is combined with them so as to make a different proposition.

Illustration: The same motion being under consideration, Miss Sawyer moves "to amend by striking out the words 'and magazines.'" The chair states the motion, puts it to vote, and it is carried. These identical words ("and magazines") are now stricken out for good, unless there is a reconsideration. But it may happen that Miss Lovell is opposed to their being stricken out, and wishes to get them in again. She may move "to amend by inserting the words 'pamphlets and periodicals bearing upon our work.'" This will include certain magazines, but is not a motion to insert the word "magazines" alone, and is therefore a different proposition from the one already acted upon.

101. Effect of a Negative Vote on Striking Out. Conversely, if a motion to strike out certain

words is *lost*, those identical words stand as an integral part of the motion, and cannot again be acted upon without reconsideration. But a motion can be made to strike out these words, or a part of them, *with others*, this being a new proposition. In the illustration in *section 100*, if Miss Sawyer's motion to amend by striking out "magazines" had been lost, she could afterward move "to strike out the words 'books and magazines,'" because this, while it includes the rejected motion, is really a different one. To repeat, in the words of Mr. Crocker: "A proposition which has once been acted upon, cannot be renewed as an amendment."

101. **Form for Putting to Vote the Motion to Strike Out.** Motions are usually put to vote in the form in which they are made, the chair exactly repeating the motion. According to Cushing,[1] the motion to strike out differs in this particular from others. The chair, in putting the motion to vote says: "The motion is to strike out after the word 'books' the words 'and magazines.' Shall the words 'and magazines' *stand* as a part of the mo-

[1] Also Robert, in his "Rules of Order," a manual which is not so useful a guide as the others mentioned, on account of its being based too strictly upon the special rules of the U. S. House of Representatives.

tion?" This gives the advantage of the affirmative vote to the *opponents* of the measure, reversing the usual effect of a vote, which is to give the affirmative advantage to the affirmative side.

It is not easy to see any good reason for this exception, and it is not sanctioned by Warrington, Fish, or Crocker. It is also somewhat confusing to beginners. For these reasons, it is not recommended here. The form recommended is as follows: —

The Chair. The motion is made to strike out, after the word "library," the words "books and magazines." Shall these words be stricken out? Those in favor * * * It is a vote."

103. Rejected Words in a Different Place. Words once rejected (either by an affirmative vote on a motion to strike out, or by a negative vote on a motion to insert) may sometimes be inserted into the main proposition in a different place. This can happen only when the main question has been materially altered by amendment, so that new considerations have become involved, and the meaning of the text has been changed.

104. The Word "Not." An amendment to

insert or to strike out the word "not," so as to make the motion its exact opposite, is not admissible, and is to be ruled out of order. The same is true of any other words which simply negative the words under discussion, like "impossible" for "possible," etc. When it is desired to negative a motion, the proper way is to vote against it when it is acted upon.

105. The Method by Striking Out and Inserting. Any words may be stricken out of a proposition, and any others, relevant thereto, may be inserted in their place. Having been inserted, they can be stricken out only under the conditions explained in *section 100.* The motion "to strike out and insert" is *one motion;* it is a combination, so to speak, of the motion "to strike out" and the motion "to insert," and is a motion "to strike out A, and insert B." It cannot be divided into two motions (one to strike out A, and another to insert B), either by the chair or by a vote; but, having been made as one motion, is put as one motion. The reason for this is because the mover has a right to have a vote upon the words she wishes *to take the place* of the words she wishes stricken out.

If the motion could be divided (words being stricken out and the place left blank), other words than those she desires might then get inserted instead, thus thwarting her intention. Therefore, *the motion to strike out and insert is indivisible.*

Illustration: The motion "to establish a library of books and magazines for the use of the members," being under consideration, Miss Faxon obtains the floor and says: "I move to strike out the word 'members' and insert the word 'public.'"

The Chair. You hear the motion of Miss Faxon, to strike out the word "members" and insert the word "public," so that the motion would read "a library, etc., for the use of the public." Are you ready for the question? * * * Those in favor of striking out the word "members," and inserting in its place the word "public," will say "Aye." * * * If the motion prevails, the word "public" becomes a part of the original motion, instead of the word "members." Any one who wishes to get the word "public" out, must either move a reconsideration, or proceed as described in *section 100.*

106. Effect of a Negative Vote for Striking Out and Inserting. If the motion to strike out

certain words and insert others is defeated, the original words stand, and must continue to stand, unless the motion is reconsidered. But, by incorporating other matter with the original words, and thus making a different proposition, the same words may again, indirectly, be acted upon by amendment.

In order to get a second vote on words already acted upon (by this motion to strike out and insert) certain motions may be made; and these are formulated by Cushing somewhat as follows: —

1. To strike out (*without inserting*).

2. To strike out the same words and insert *different* ones from those before proposed.

3. To strike out the same words and insert the proposed words, *with others*.

4. To strike out the same words and insert *part* of the proposed words, *with others*.

5. To strike out the same words *with others* and insert the proposed words.

6. To strike out *part* of the same words *with others* and insert the proposed words.

7. To strike out *other words* and insert the proposed words.

8. To insert the desired words (*without striking out*).

It would be difficult to illustrate all these methods by one motion, and probably in no single motion could all of them be used. They are expedients, some one of which may often be employed, in an attempt to reverse the decision upon a rejected motion to strike out and insert, and thus to get rid of words which, by vote, have been retained.

A motion to amend by striking out and inserting, having once been acted upon, the same proposition cannot again be introduced.

107. Substitution. A whole new motion may be substituted for another already before the meeting, provided the subject of it be germane to that other. This, being simply a motion to strike out and insert, is put as one motion.

Illustration: The motion in regard to a library being under discussion, Mrs. Ellis says: "I move to amend by substituting for the pending motion the following: 'That during the summer the president ascertain the probable expense of a library suitable to our needs, and that contributions for that purpose be solicited." The chair says: "It is moved

to substitute for the motion now before us (which is, 'To establish a library of books and magazines for the use of the members') the following motion: 'That during the summer the president ascertain the probable expense of a library suitable to our needs; and that contributions be solicited.'"

The question now is upon *substituting* one for the other. The proposed substitute, being simply an amendment, may be amended before the vote is taken upon substitution; it may also be divided, since it contains two distinct propositions. It is debated, like any other amendment, and finally voted upon (in its original form, or as further amended), and if the vote is in the affirmative, the substitute *takes the place of the original motion.* This vote is the vote upon it *as the amendment.* Another vote is then taken upon it as *the motion as amended.*

These two votes are put in the following form: 1. "Those in favor of substituting this motion for the pending one will say 'Aye.' * * * It is carried, and the motion is substituted. 2. Those now in favor of the motion as amended ('that the president ascertain, etc.') will say 'Aye' * * * It is carried."

SUMMARY

A proposition may be amended: 1. By inserting; 2. By striking out; 3. By striking out and inserting.

In stating the motion to amend, the chair (1) repeats the words proposed; (2) indicates the place in the motion where they are proposed to be inserted, or omitted; and (3) reads the motion in the form it will stand if amended.

Any words relevant to the subject may be inserted. Once inserted, the same words, or a part of them, cannot be stricken out; but other words may be added to them, and then the whole be stricken out.

If a motion to amend by inserting is negatived, the same words or a part of them cannot afterward be added. But the same words, or a part of them, *with others*, may be added.

The added words must change the meaning, and not produce a mere verbal change.

Any words may be stricken out. Once out, they cannot afterward be inserted, unless other words are added to them.

If a motion to amend by striking out is negatived,

the words stand, and cannot afterward be acted upon unless combined with others.

The motion to strike out is put: Shall the words be stricken out? and *not* Shall the words stand?

Rejected words may sometimes be inserted in a different place.

The word "not," or any other word which simply negatives the meaning of a motion, cannot be offered in amendment.

A motion may be made to strike out any words and to insert any others, relevant thereto, in their place. This is one motion.

The motion to strike out and insert is indivisible.

When the motion to strike out and insert is negatived, the original words stand, but they may afterward be stricken out, by a motion which changes either the words to be stricken out, or the words to be inserted.

A whole new motion may be substituted for another, provided it is relevant thereto.

Rule: *The same proposition cannot twice be acted upon by amendment.*

CHAPTER XIII

EXCEPTIONS REGARDING AMENDMENT

SUMS AND TIMES, OR FILLING BLANKS; NAMES; MOTIONS NOT SUBJECT TO AMENDMENT; EFFECT OF THE PREVIOUS QUESTION; RECONSIDERATION; THE ORDER IN AMENDING.

108. Sums and Times, or Filling Blanks. There is one apparent exception to the rule that a proposition cannot be amended beyond the second degree (that is, that there can be no amendment to an amendment to an amendment). In case a *number* is in question, and it is proposed to change it to some other number, as many suggestions are received as the members wish to offer, and then these suggestions are voted upon, one by one, in a certain order, the rule that the second takes precedence of the first not applying here.

The number to be supplied is usually a sum (of money) or a time (of day), and when a motion is made, or a proposition offered, which contains reference to a sum or a time, and there is any mo-

tion to change that sum or time, such a motion is not regarded as an amendment, but the space containing the number is considered to be blank or empty, and suggestions are then received for filling it. These suggestions are noted down by the chairman or secretary, and then the vote is taken upon each, one by one, beginning with the largest sum, or the longest time, and continuing down until an affirmative vote is reached on some one of the numbers proposed. This same process is also followed whenever there is before a meeting any proposition containing a blank space to be filled by a sum or a time.

Illustration: A motion is made "that the time for the club to assemble be fixed at two o'clock."

The chair having placed the motion before the meeting, Mrs. Paine obtains the floor and moves "that the hour be three o'clock; " (*not* "to amend by striking out 'two' and inserting 'three.')"

The Chair. We will proceed as in filling blanks, and the chair will receive other suggestions.

Mrs. Packard. I move that the hour be half-past two.

Mrs. Burns. I move that it be half-past three.

Miss Long. I move that it be four, Mrs. President.

The Chair. The motion is in regard to the hour of meeting of our club. Motions have been made that the hour be two, three, half-past two, half-past three, and four o'clock. These motions are before you for discussion. (*The suggestions are debated.*)

The Chair. Are you ready for the question? Those in favor of four o'clock will say "Aye." * * * It is lost. Those in favor of half-past three will say "Aye." * * * It is lost. Those in favor of three o'clock will say "Aye." * * * It is lost. Those in favor of half-past two o'clock will say "Aye." * * * It is carried, and the blank is filled by the insertion of the words "half-past two." Those now in favor of the motion "that the time for the club to assemble be fixed at half-past two o'clock" will say "Aye;" those opposed, "No." It is carried. The hour of assembling is half-past two.

At first thought, the taking of two votes upon the words "half-past two" seems unnecessary; but the first vote (on inserting) is a vote upon an

amendment, as explained in *section 107*, and it does not necessarily follow that all those who vote for "half-past two," are also in favor of the main question. There might be members who object to fixing *any* time for assembling.

There are cases where this would be still more apparent, especially where a question of appropriating money is under consideration. Members might favor one sum rather than another, but be opposed to any appropriation. For example: a motion "to subscribe ten dollars toward the fresh-air fund" being offered, motions are offered to make the sum twenty, fifteen, and five dollars. The chair will put these to vote, beginning with the largest, and then say: "The blank is filled by the word 'fifteen.' Those now in favor of the original motion, as amended, to subscribe fifteen dollars for the fresh-air fund will say 'Aye.' * * *" Members opposed to *any* subscription would now have a chance to vote against the main question. Rule. — *A vote is first taken upon filling the blank, this being a form of amendment, and then a vote is taken upon the motion itself.*

In rare cases, the shortest number precedes the

longest, in putting to vote; but the general rule is the other way, the reason being that usually the greater number is the more inclusive, leading up, so to speak, to the others, and bringing the question more readily to a conclusion.

109. **Names.** Where the names of several persons are put in nomination for one office, these are not treated as amendments, but the same process is followed as that described in the preceding section in regard to sums and times. The names are put to vote in the order nominated, beginning with the one mentioned in the original motion or report. For an illustration see chapter one.

110. **Motions not Subject to Amendment.** There are certain motions that cannot be amended. The principal ones are: to adjourn; to lay upon, and to take from, the table; for the previous question; to reconsider; to postpone indefinitely.

Rule. — *Any motion may be amended that can be amended without changing it into a motion of a different kind.* For instance: "to close debate" cannot be amended by a motion, "to close debate at a stated time."

111. **Effect of the Previous Question.** It may be well to repeat, that after the debate is closed, no new amendments, except verbal ones, are admissible. Changes in meaning cannot then be offered, because they cannot be discussed. Also, when an amendment is before the meeting, the debate is confined to the amendment, except in cases where such amendment necessarily opens the whole question.

112. **Reconsideration.** If, after a motion has been adopted, it is desired to reconsider the vote upon an amendment to that motion, the vote upon the whole question must first be reconsidered, in order to open the way for action upon the amendment.

113. **The Order in Amending.** As already explained, when several primary amendments to one proposition are before a meeting, they are considered in the order moved; when there is a primary and a secondary, the latter is voted upon and then the former. When there is a series of propositions combined in one, like the by-laws of a society for instance (*see section 11*), it is best to consider these section by section, amending

them in their order. It is not well, however, to "adopt" them one by one, as this prevents the assembly from going back and considering them over again. This is often necessary, and, if they are simply amended and left, it can be done at any time before the by-laws are "adopted as a whole." When all the amending is done and the meeting is ready, a motion is made (or the chair may put to vote without a motion) "to adopt the by-laws as a whole." If this is carried, the matter is closed, not to be re-opened, except by reconsideration. For division of motions, *see section 41*.

SUMMARY

Numbers and names are not treated as amendments. Blanks are presumed to exist, and these are filled by voting upon the proposed numbers or names, one by one.

The largest sum or the longest time is put to vote first, and so on down, till one is adopted.

One vote is to be taken upon filling the blank in the motion and another vote upon the motion as amended, (the blank being filled.)

Names are put to vote in their order, beginning *with* the one first named.

Any motions may be amended, except such as cannot be changed without destroying their nature.

After the previous question is ordered, no amendments except verbal ones are admissible.

When an amendment is under consideration, debate is confined to that amendment, unless it necessarily involves the main question.

In order to reconsider an amendment, the main question must first be reconsidered.

When there is a series of propositions combined into one, these are amended section by section and finally adopted "as a whole."

SUMMARY

The general rule regarding precedence is that motions take precedence in the order moved. There are exceptions regarding certain technical motions.

An independent motion is one that is unrelated to any other; a dependent motion is one that exists because of an independent one. The former is made when no other motion is pending; the latter, when another is pending. The seven dependent motions in general use are: 1. To adjourn; 2. To lay on the table; 3. For the previous question; 4. To postpone; 5. To commit; 6. To amend; 7. To postpone indefinitely. These take precedence of one another in the order given.

When one of these is made, it takes precedence of the main question; when one is made, and then another, that other is admissible if its place in the list is above the one first made.

When one of these has been defeated, it may be renewed after substantial business has intervened.

Undebatable motions take precedence of debatable motions. This order has been proved by experience to facilitate both full and speedy action.

CHAPTER XV

THE MOTIONS TO ADJOURN AND TO LAY UPON THE TABLE

THE MOTION TO ADJOURN; THE INDEPENDENT MOTION TO ADJOURN; LIMITATIONS; EFFECT OF ADJOURNMENT; FIXING THE TIME; THE MOTION TO LAY UPON THE TABLE; ITS EFFECT; TAKING FROM THE TABLE.

120. **The Motion to Adjourn.** The dependent motion first in order is the motion to adjourn. This takes precedence of all other motions. The reason for its high rank is that the assembly has the right, at any time, to terminate its session at the will of the majority. It is considered at once, and decided without debate. It cannot be amended, tabled, committed, postponed, repressed, or reconsidered; all that can be done to it is simply to vote upon it.

121. **The Independent Motion to Adjourn.** Besides being dependent, the motion to adjourn is also, at times, an independent motion. It is such

when made after all business is done, or while no motion is pending. It is still subject to the same restrictions. By unanimous consent, however, it can be briefly debated, reasons being given why the assembly ought not to adjourn at once. Usually, an independent motion to adjourn is made as a formality, at the close of a session, and will be readily withdrawn by the mover, if any one indicates that there is business which ought to be considered.

122. **Limitations.** It is commonly said that "a motion to adjourn is always in order." This is not strictly true. A motion to adjourn cannot be made: 1. when a member has possession of the floor; 2. during the progress of voting; 3. when the previous question has been ordered; 4. when a previous motion to adjourn has been the next preceding motion, and no substantial business has intervened. By "substantial business" is meant further debate, another motion and its consideration, or any action which changes the environment of the renewed motion so that it is really a new one and not the same one. This provision is needful, to guard against factious manœuvres on

the part of the minority. It has been decided also that a defeated motion to table is not "substantial business." Whether, in addition to these limitations, there can also intervene, to delay the putting of a motion to adjourn, a question of privilege or of order, is not so certain. It would seem, however, in view of the urgent nature of these questions, that they would be in order even when a motion to adjourn was pending.[1]

With these few limitations, the motion to adjourn is always first in order.

123. **Effect of Adjournment.** A member obtains the floor, in the usual way, and says: "I move that we adjourn," or "that the assembly do now adjourn." The chair says: "A motion to adjourn is made. Those in favor of adjourning will say 'Aye' * * * It is carried, and the club stands adjourned to Tuesday next." The vote can be doubted, like any other.

If the motion to adjourn is lost, the business interrupted is resumed. If it is carried, the business interrupted is taken up again at the next session, at the point where it was left, unless there

[1] See Sections 147 and 158 for the further consideration of this point.

is no further session, in which case an adjournment kills the measure under discussion. If there is a regular order of business, and a regular adjournment, any measure interrupted by adjournment, takes its turn at the next session as "unfinished business," and when it comes up, consideration upon it is resumed at the point interrupted.

124. Fixing the Time. In organizations which have a stated time for adjourning, when that time arrives, the chair, interrupting business, says: "The time for adjournment has arrived;" then, after waiting a moment (to give a chance for a motion "that the time be extended" or for a motion to adjourn) she adds: "the club stands adjourned." If it is desired to continue the session, an independent motion to extend the time (either indefinitely or definitely) is made, put to vote, and acted upon accordingly.

When there is no fixed time, a motion may be made "that the club adjourn at —— o'clock," and this takes its place with other independent motions, having no right of precedence.

Associated also with the motion to adjourn, is *the* motion to fix the time to which to adjourn, or

for re-assembling. In societies with a stated time, this is not needed; it is of use only in temporary assemblies, adjourning from day to day. It is debatable, amendable, and has no right of precedence. It is sometimes said to be entitled to precedence over the motion to adjourn, but, being debatable, it is not so entitled. When a motion to adjourn has been made and the time for the next meeting has not been fixed, the chair, whose duty it is to see that matters are properly conducted, will remind the mover that no time has been fixed for the next session, and she will withdraw her motion to make way for one fixing the time for re-assembling, she retaining the right to renew the motion to adjourn afterward. If she refuses to withdraw the motion to adjourn, it must be put to vote, and the assembly, which "is supposed to know what it wants," as Warrington says, will vote it down, unless they desire no further sessions.

The form of this motion is: "I move that when we adjourn, we adjourn to meet on Tuesday next at three o'clock."

125. The Motion to Lay upon the Table. Second in rank comes the motion to lay upon the

table. Its use is to delay final action, or to give time for further investigation. It cannot be debated, amended, committed, postponed, repressed, or reconsidered. It yields only to the motion to adjourn and to questions of privilege and order; once defeated, it can be renewed only under the same conditions as the motion to adjourn: a defeated motion to adjourn not being "substantial business."

126. **Its Effect.** A motion to lay upon the table, lays upon the table both the measure under consideration and all the questions dependent upon it. It cannot be applied to a part of a question, but, whenever made in reference to a part, applies to the whole. If the motion prevails, the whole matter, with its pending amendments and dependent motions, goes to the table, that is, it is laid aside, suspended; and some other business is taken up.

127. **Taking from the Table.** Immediately afterward or at any later time, either at the same or at a future session, the subject may be taken from the table. The motion to take from the table, however, is not a dependent motion. It has no

right of precedence, and takes its chance with other motions. It is not debatable. Its effect is to resume the subject at the point interrupted. If a question is tabled, and no motion is afterward made to take it up, it is killed. A motion which is on the table at the close of the session (or club-year) is finally lost.

Illustration. The motion in section 117 being under consideration, the dependent motions to commit, to postpone, and for the previous question, are made; finally Mrs. Allen says: "I move to lay upon the table." The chair says: "It is moved to lay the question upon the table. Those in favor * * * It is carried, and the question of the club becoming incorporated goes to the table. What is now the pleasure of the meeting?" [*Other business is done.*] Mrs. Allen later, *there being no business* before the meeting, obtains the floor and says: "I move to take from the table the motion 'that the club take steps to become incorporated.'" The chair states the motion, and, if it is carried, says: "The motion is again before us, and the first question is upon the pending motion for the previous question." She then proceeds to put to

vote that motion, and, if it is lost, the other dependent motions, to postpone, to commit and to amend, and finally, unless it has been otherwise disposed of, the main question.

It is advisable for the chair, in putting to vote a motion to lay upon the table, to warn the members that this motion carries to the table, not only the main question, but also all the dependent motions which are attached to it.

SUMMARY

The motion to adjourn takes precedence of all other motions. When an independent motion, it may be briefly debated; when dependent, no action can be taken except to vote upon it.

A motion to adjourn is always first in order, but it cannot be made, 1. When a member has possession of the floor; 2. During voting; 3. After the previous question is ordered. 4. When a previous motion to adjourn immediately precedes it, with no substantial business intervening. Questions of privilege and of order may delay the putting of the motion to adjourn.

A rejected motion to table is not "substantial *business.*"

If a dependent motion to adjourn is carried, at the next session business is resumed at the point interrupted.

If a meeting adjourns at its regular time, any unfinished business takes its place in the order of business for the next session.

When the time for adjournment is fixed, the chair adjourns the meeting at that time, unless a motion is made to extend the session.

A motion may be made to fix the time to adjourn. This, with the motion to fix the time for re-assembling, is an independent motion, having no right of precedence. Both are debatable.

The motion to lay upon the table yields only to the motion to adjourn. It is subject to the same limitations as that motion and is undebatable.

A motion to lay upon the table temporarily tables the whole subject, with all its dependent motions. If made upon a part, it applies to the whole. It is undebatable.

The subject may be taken up again at any future time by an independent motion to take from the table, the question, with all its dependent motions, being resumed at the point interrupted.

CHAPTER XVI

THE MOTIONS TO POSTPONE

To Postpone to a Stated Time; Its Effect; Limitation; To Postpone Indefinitely; Its Effect.

128. To Postpone to a Stated Time. This motion is fourth in the list, being preceded by the motions to adjourn, to table, and for the previous question. When a motion to postpone is pending, if the previous question is ordered upon the main question, the motion to postpone is "cut off," or quashed; not deferred. On the contrary, if the motion to adjourn or to table prevails while the motion to postpone is pending, it is then simply suspended or laid aside, coming up again in company with the main question to which it is attached, whenever that is resumed. The motion to postpone may be debated and amended (as to the hour), but cannot be committed, tabled, repressed, or, of course, postponed. It cannot be reconsidered, *unless this* is done immediately. Its object is

to assign the subject to some specified time, in order to gain fuller consideration. The effect upon it of the previous question is considered in section 61.

129. Its Effect. Like the motion to table, this motion suspends action upon the question; but, while that suspends indefinitely, this assigns definitely. When the subject which was postponed comes up again, it is called a "special assignment." A motion to postpone, postpones the *whole subject.* If the motion to postpone is lost, it can be renewed after substantial business intervenes.

If the motion to postpone is carried, the subject postponed is laid aside, being taken charge of by the secretary, until the time comes to which it was postponed. Then, whatever may be doing, it is in order. The chair interrupts other business and calls it up, or, she failing, the secretary or any member may call for it.

Illustration. The same motion being under discussion as in section 117, and motions having been made to amend, and to commit, Mrs. Paine obtains the floor, as in that section, and says: "I move to postpone the consideration of this question for one

week," or, "I move to postpone for one week." She may make the time more definite still, as, "one week from to-day at three o'clock," but she must assign some time, and not move simply "to postpone." The chair then says: "It is moved to postpone this question to one week from to-day at three o'clock. Are you ready for the question upon postponement?" This may be discussed, may be amended by altering the day or hour, and is finally put to vote in the usual way. If it is carried (instead of lost, as in section 117), the chair says: "It is a vote, and the consideration of the motion regarding the incorporation of our club is postponed till next Tuesday at three o'clock." When next Tuesday arrives, other business is done until three o'clock, and then the president says: "The time has arrived to which was assigned the consideration of the question of incorporation. That matter is now properly before us."

If it be desired to finish some other business, a motion may be made "to lay the special assignment upon the table;" and if this prevails, it is laid aside, to be taken up again later. But, if the special *assignment* is not laid aside (or, when it is again

taken up), the president continues: "The first question is on the motion to commit" (this having been pending when the main question was postponed); she then proceeds to put the motion to commit to vote, and then whatever other motions are necessary for the disposal of the whole measure.

If the chair fails to call up the question at the specified hour, any one may rise and say: "Mrs. President, has not the time arrived for the special assignment?" She may specify it by name also.

If there is no hour assigned, but simply a day, it comes up under the head of "special assignments."

The interrupted business is laid aside without any *motion* to do so. It is simply held in abeyance till the special assignment is disposed of, to be resumed, either after that is settled or at the next meeting, as unfinished business.

130. **Limitation.** The motion to postpone can be amended only as to the *time*. It cannot be changed into the motion to postpone indefinitely. Neither can a motion be made to postpone to a day when the association will not be in session, since this is equivalent to a motion to postpone indefinitely.

131. **To Postpone Indefinitely.** This is not, properly speaking, a motion to postpone, but a motion to reject or repress; it postpones or adjourns a question *sine die.* It is used when there is a desire to summarily dispose of the main question. It stands lowest in the order of precedence, being allowable only when no other dependent motion is pending. It may be debated, but it cannot be amended, postponed, committed, or tabled, and if defeated it cannot be renewed upon the same subject. The effect upon it of the previous question is considered in section 61.

132. **Its Effect.** When this motion prevails, it simply kills the question to which it applies. Its effect is the same as that of a vote taken upon the question itself, and decided in the negative. It is as if the question were put to vote in the opposite from the regular way, as follows: "Those *not* in favor will say 'Aye.'" This gives the advantage of the affirmative vote to the opponents of the measure, instead of to its advocates. This advantage is not great, however, except when members are indifferent to the result. The motion is chiefly useful as a trial of the strength of the opposition. When the

opponents are sure of a majority, it is a quick way of killing a measure. Another name for it, and one that defines its effect, is the motion *to repress.*

Illustration. The illustration in section 117 shows the form of making this motion. If Miss Lovell's motion had been carried instead of lost, the chair would have said: "It is a vote, and the question of the incorporation of the club is indefinitely postponed." This ends the matter; though it may be reconsidered. In order to bring it again before the club a new motion must be made the next club-year.

SUMMARY

The motion to postpone is fourth in the order of precedence.

It may be debated, and amended (as to the time).

It is "cut off" by the previous question.

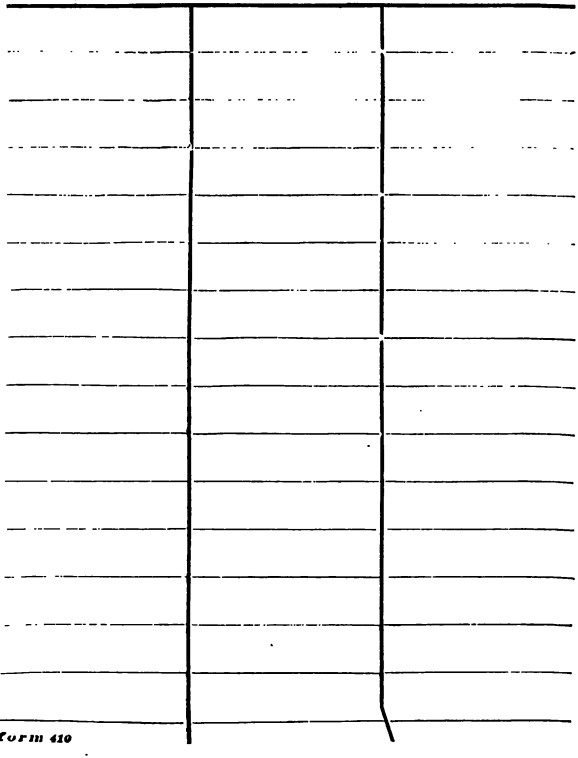
Its effect is to assign to some definite future time the main question with its attachments, which is then called a "special assignment."

The motion to postpone indefinitely is last in the list.

Its effect is to postpone *sine die*, or repress, the main question; it may be debated and reconsidered.

THE NEW YORK PUBLIC LIBRARY
REFERENCE DEPARTMENT

This book is under no circumstances to be taken from the Building



Form 410